EMPLOYMENT EQUITY FOR WOMEN

A University Handbook

**The Committee on
the Status of Women**

COUNCIL OF
ONTARIO
UNIVERSITIES
CONSEIL DES
UNIVERSITÉS
DE L'ONTARIO

ISBN 0-88799-266-9

EMPLOYMENT EQUITY FOR WOMEN: A UNIVERSITY HANDBOOK

Council of Ontario Universities/
Conseil des Universités de l'Ontario
130 St. George Street
Suite 8039
Toronto, Ontario
M5S 2T4

March 1988

88-5

Prepared with the financial aid of
the Ministry of Colleges and Universities and
the Ontario Women's Directorate

The opinions expressed in this handbook are the authors' and not
necessarily those of the Council of Ontario Universities

EMPLOYMENT EQUITY FOR WOMEN: A UNIVERSITY HANDBOOK

Table of Contents i
Preface iii
Acknowledgements v
Introduction to the Handbook 1
The Office of the Co-ordinator 17
Data and Programme Development 41

Employment Systems:

  Hiring 81
  Career Development 95
  Compensation 107
  Employees With Family Responsibilities 133

The University Environment:

  Introduction 145
  Non-sexist Language and Imagery 147
  Women in Non-Traditional Areas 157
  Safety and Security 165
  Sexual Harassment 171
  Teaching and Scholarship 181

Appendices

  1. "Women in the Universities of Ontario," Report of the Committee on the Status of Women, Council of Ontario Universities 189
  2. Ontario Human Rights Commission: Employment Application Form and Interview Guidelines 197
  3. A List of Women's Journals and Newsletters, Women's Groups and Associations 205
  4. Some Considerations in Operating a Childcare Centre 213
  5. Some Considerations in Establishing Procedures for Formal and Informal Resolution of Complaints in Cases of Sexual Harassment 221
  6. Resources for Women at Ontario Universities 227
Glossary 229
Bibliography 235

PREFACE

Ever since Judge Rosalie Abella coined the phrase, institutions and organizations in Canada have been attempting to match their practices to the promise of "employment equity". The result has been a number of guidebooks, manuals, recipes and even some success stories. None of them, however, quite fits the university milieu which, in spite of occasional wishful thinking on the part of governments and corporations, persists in doing things its own way. Hence the need for this handbook.

Although universities have pioneered feminist scholarship and women's studies in Canada, they differ little from the rest of society in their treatment of women as members of the university community, be they faculty, staff or students. The problems are largely similar: inequities of hiring, pay, training, support and promotion, all of which stem from a male model of workforce participation and the production of knowledge. But the solutions and the means of arriving at them are likely to be different in a university setting. Given the universities' role in society, they ought even to be innovative.

As a step in this direction and recognizing that each Ontario university has already been grappling with the questions of employment equity on an *ad hoc* basis, the Council of Ontario Universities' Committee on the Status of Women is delighted to have been able, thanks to a grant from the Ministry of Colleges and Universities and the Ontario Women's Directorate, to develop this handbook especially for the universities.

May it be useful to all concerned.

Susan Mann Trofimenkoff
Vice-Rector, Academic, University of Ottawa
and
Chair, Committee on the Status of Women,
Council of Ontario Universities

ACKNOWLEDGEMENTS

This employment equity handbook for universities was developed by the Committee on the Status of Women of the Council of Ontario Universities, the voluntary association of the provincially-assisted universities of Ontario. The Committee is chaired by Susan Mann Trofimenkoff, Vice-Rector, University of Ottawa. Its 1987 report, "Women in the Universities of Ontario," is to be found in Appendix 1.

The handbook was funded by a special grant awarded by the Ontario Ministry of Colleges and Universities and the Ontario Women's Directorate to the Council of Ontario Universities as part of the Employment Equity Incentive Fund.

The handbook was planned and directed by a Steering Committee composed of Naomi Black (Advisor to the President on the Status of Women (1985-7), Professor of Political Science, York University), Lois Reimer (Status of Women Officer, University of Toronto), Rosemarie Volpe (Employment and Educational Equity Co-ordinator (1984-6), Counsellor, Ryerson Polytechnical Institute) and Laura Selleck (Research Associate, Council of Ontario Universities).

The final text was written by Christine Donald (MA Cantab., freelance editor) from a preliminary draft by Nan Weiner (N. J. Weiner, Personnel Management Consulting Inc.). Supplementary consultation on data and implementation was provided by Linda Schachter (L. L. Schachter Research).

Special thanks for consulting time are due to Martha Friendly (Co-ordinator, Childcare Resource and Research Unit, University of Toronto), Sara Katz (Employment and Educational Equity Co-ordinator, Ryerson Polytechnical Institute) and Gill Teiman (Co-ordinator, Sexual Harassment Education and Complaint Centre, York University).

The subcommittee wishes to thank the many individuals who gave generously of their time and expertise in an area where, we discovered, very little is yet known with certainty. We hope that the result will be helpful to them, and to the women in the universities, to whom this handbook is dedicated.

INTRODUCTION TO THE HANDBOOK

i Introduction 3

ii This Handbook: Its Audience, Its Purposes 3

iii Using the Handbook 4

iv Women in the Labour Force 5

v Discrimination 6

vi Employment Equity 8

vii The Regulatory Environment 9

- a Employment Equity 9
- b Pay Equity 12

viii The University Environment 14

ix Terminology 15

i Introduction

The goal of employment equity for women in the universities of Ontario is that men and women be hired, trained, promoted and paid on an equal basis. This is a goal no one can dispute. Its achievement, however, calls for major changes in current practices.

Many employment practices have their roots in the belief that men earn the wages to support families in which women run the home. In general, the labour market is geared to the needs of the men it has always employed. Employees are expected to work long days throughout the week for a lifetime of uninterrupted, full-time participation in the paid labour force.

There have, of course, always been women in the labour force — both those who support themselves and their families and those whose wages form a necessary or major part of a household's income. Although the last twenty years have seen a marked increase in their numbers, women still find themselves at a disadvantage. Their different experience and training, as well as continuing domestic responsibilities, combined with unchanging labour practices still mean that women are prevented from participating in the workforce on an equal footing with men.

The perception of certain kinds and levels of work as being "men's jobs" has resulted in women's being discouraged from considering them and, often. from being accepted when they did apply. Women have tended to be confined to certain limited areas of employment where they were more readily accepted — areas where the pay is inadequate and opportunities for advancement or initiative very few.

This works to the disadvantage of the men in the workforce. They too are discouraged from considering all occupations freely. Where discrimination operates, they are deprived of the challenge of working with the full range of their peers. When child and family care is seen exclusively as women's territory, men are denied an alternative to the priority of job over family — and women, working a double shift at work and at home, are seen as lacking commitment to the workforce.

Employment equity works to change employment practices which disadvantage one gender or the other. Skills and qualifications will then be acquired irrespective of gender and people will be hired — and paid — on the basis of their job-related skills, abilities and qualifications.

ii This Handbook: Its Audience, Its Purposes.

This handbook is intended to provide information, suggestions and guidelines for an audience of extraordinary diversity.

It is addressed principally to employment equity practitioners — those formally responsible for initiating and implementing employment equity in the provincially assisted universities of Ontario, the Ontario College of Art and Ryerson Polytechnical Institute. However, these practitioners hardly form a standard group, in terms of their own experience or in terms of the resources allocated to their task.

The handbook is available to them just as the temporary funds provided by the provincial government are coming to an end. Resources for continuing employment equity programmes must now be provided by each institution. We can only speculate about the form these will take, but we can extrapolate from present arrangements the certainty that their replacements, in turn, will be equally diverse.

Universities differ greatly among themselves, not only in size, location and internal organization, but also in their commitment to equity and their approach to its implementation. Some universities have in place a fully-equipped Status of Women office; some have only part-time employment equity co-ordinators working with shared facilities and inadequate resources.

Some co-ordinators are working strictly in the field of employment equity, often with responsibility for other designated groups as well as women, whereas others are trying to cover all issues relevant to women in the universities. Some co-ordinators bring to the job considerable experience in the field of employment equity in universities, whereas others have acquired their reputation and qualifications in different fields.

This handbook is also addressed to those administrators who carry the continuing responsibility — and accountability — for implementing employment equity. Experienced in their own fields, presidents, vice presidents and administrators may not have extensive experience of employment equity. But their knowledge of their own universities must far surpass anything we can supply here. We hope that the handbook will give them useful ideas and, above all, manage to make clear to them why implementing equity is crucially important, not just for women but for the entire university.

Finally, the handbook is addressed to the women of the university community. They are the most diverse group of all and are usually the people least consulted about employment equity. Different groups among them are understandably concerned that employment equity for "women" may obscure the needs of particular groups of women and of particular individuals. We hope that this handbook will serve to inform them about what is likely to be happening, in principle on their behalf, and that it will encourage them to become participants in the equity process.

iii Using the Handbook

This handbook is principally concerned with employment equity for women, but we note the discrimination suffered by those in minority groups. Because of our mandate, we have not directed specific attention to the particular situation of members of other marginalized groups, such as visible minorities, Native peoples and the disabled.

Nonetheless, many forms of discrimination are similar, and most of the equity techniques we describe can profitably be applied in the case of minority groups. Members of all disadvantaged groups will be assisted by the movement away from judging individuals on the basis of ascribed group characteristics.

It is particularly important to bear in mind that approximately half the members of all minority groups are women and these women are confronted with a situation of "double jeopardy." Special care must be taken in responding to their concerns.

It is obviously impossible to write a practitioners' manual which would contain all the necessary material at all the requisite levels. Instead, we have tried to give a summary view of relevant areas — the component parts of an equity programme — with enough practical detail to present a solid picture. In general, we have tried to indicate areas where problems are most likely to occur, areas where action can readily be undertaken and areas where more specialized expertise must be sought.

In addition, each institution has reached a different stage in its pursuit of equity for women. Incoming co-ordinators inherit a variety of past initiatives and current programmes and have a varying range of resources at their disposal.

We have included, in the section "Data and Programme Development," a number of checklists for implementing employment equity at all levels. We hope these will furnish co-ordinators with an overview of activities and also a framework for specific projects, although we recognize that some initiatives will already be underway and others will need modification to be of use to the particular institution. In each section, we have included examples, mostly from Ontario universities, of programmes and projects that have already been attempted and found useful.

The employment equity literature available is largely limited to non-university, often non-Canadian experience. We have therefore drawn heavily on the experience of Ontario universities in their attempts to start the process of employment equity. In order to avoid invidious comparisons, we have not named institutions and have, in some cases, altered details to mask sources. Those wishing to know more about particular projects should contact the Council of Ontario Universities.

INFORMATION ON ONTARIO UNIVERSITIES

To ensure the circulation of up-to-date information, please include on your mailing list for newsletters, press-releases and reports:

Committee on the Status of Women,
Documentation Centre,
Council of Ontario Universities,
130 St George Street, #8039, Toronto, Ontario M5S 2T4

This handbook attempts to profit from the employment equity experience accumulated by Ontario universities. It is clear to us that Ontario will not long remain the only province to attempt such programmes systematically in its universities. We hope that others will be able to make use of what we have begun to learn.

iv Women in the Labour Force

Women join the labour force for the same reasons as men: to earn money by working and to gain self-esteem from the performance of socially-valued tasks.

FACTS ON WOMEN IN THE LABOUR FORCE

In 1970, about a third of all adult women in Ontario were working for pay; by 1984, the figure had risen to 57%.

By the year 2000, women will make up close to half the Ontario workforce.

Of women with young children, well over half never leave the work force; this figure increased from 19% in 1967 to 51.5% in 1983.

Even those women who take time out to raise children work outside the home for some 25 years. On average, women stay in the workforce for 30 to 45 years.

Source: *Equality in Employment* (Abella, 1984)

Although women have, on average, higher educational levels than men, the majority are clustered in clerical, sales and service occupations — jobs which are under-valued and under-paid. The employment of women in the universities demonstrates the same pattern as that in the labour force in general: women are employed mostly in clerical and support positions.

Universities typically have more non-academic than academic staff. Among non-academic staff, women form a large majority, mostly in the lower-level, lower-paid positions, often as part-time or casual workers. Women faculty are far from the majority in any category and they, too, are disproportionately distributed, found mostly in the lower ranks and in part-time and sessional positions.

The recent influx of women into all parts of the paid labour force, and the even greater influx of women into the formerly "male" fields of business, law and medicine, shows that women possess the skill and the ability to work in all fields. Neither the upper levels of academic and non-academic administration nor the rate of appointment of women to the faculty of professional schools reflects the increased percentages of women in the work force and in non-traditional and professional fields of study.

v Discrimination

Universities are not particularly biased or discriminatory environments. Indeed, devoted as they are to the discovery and communication of knowledge, they should have a greater and more conscious commitment to equality than most institutions. Yet the most superficial examination shows that there is gender-based discrimination in the universities.

WOMEN IN ONTARIO UNIVERSITIES

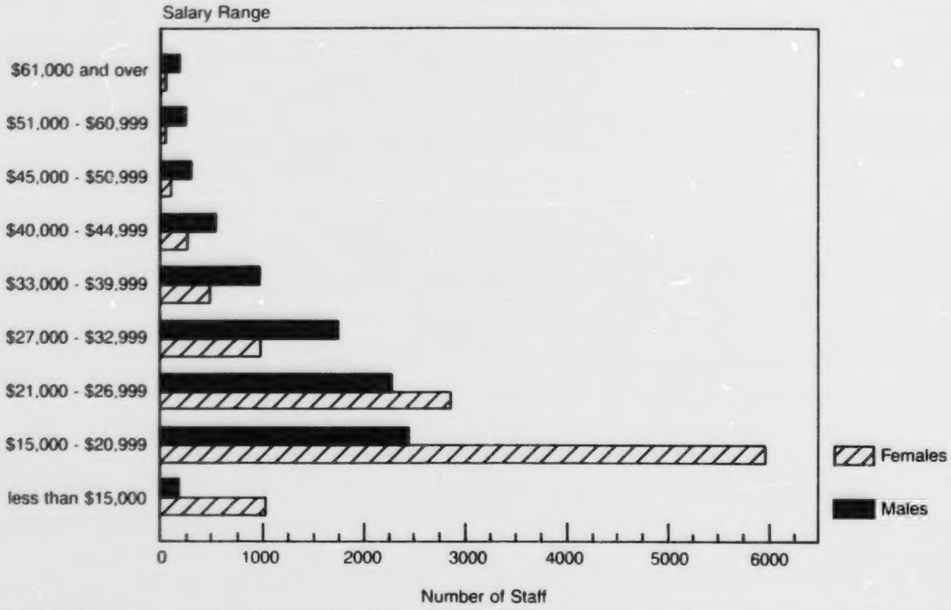
- 89% of clerical employees but only 5% of employees working in skilled trades are women;
- figures on part-time and casual workers have not been collected;
- although women represent 60% of non-academic staff, 90% of upper level managers are men;
- only 2 out of 18 academic vice-presidents are women (11%);
- between 1971-72 and 1985-86, the proportion of full-time female faculty increased from 12.1% to only 16.6%;
- 14% of the full-time faculty on tenure-stream appointment are women;
- women constitute 5.7% of full professors, 14.4% of associate professors and 27.2% of assistant professors although 44.5% of lecturers and the majority of graduating students are women;
- no provincially-assisted Ontario university has yet appointed a woman president.

Source: Council of Ontario Universities, 1985; Ministry of Colleges and Universities, 1987

Universities thus find themselves in the anomalous position of preparing women for highly-qualified occupations and professional careers but rarely hiring them for such positions. The pattern — decreasing representation of women at increasingly senior levels — is evident among both non-academic and teaching staff. Further, at all levels women tend to earn less than men.

Chart 6b

Full-time Non-Academic Staff
by Salary Range and Gender,
Ontario Universities, 1985-86



Source: Ministry of Colleges and Universities, 1987

FULL-TIME FACULTY IN ONTARIO UNIVERSITIES, 1985-86

	Average Salary	
	Men	Women
Full Professors	$63,537	$59,432
Associate Professors	$49,643	$48,113
Assistant Professors	$39,267	$37,397
Lecturer	$35,996	$33,124
Next Rank	$33,188	$29,060

Source: Ministry of Colleges and Universities, July 1987

Discrimination is built into employment systems in policies and practices which rest on unexamined assumptions and stereotypes. The issue here is systemic discrimination (also referred to as "structural discrimination" and, in the Ontario Human Rights Code, as "constructive discrimination"). The federal government has defined systemic discrimination as ". . . indirect, impersonal and unintentional discrimination that is the result of inappropriate standards which have been built into the employment systems over the years." (Employment and Immigration Canada, *Affirmative Action: What Is It All About?,* 1980).

Systemic discrimination can result from the use of stereotypes, such as those about physical strength. Although men may be stronger than women on average, it is not the case that every man is stronger than every woman. Stereotypical thinking becomes discrimination at the point, for example, where a woman is refused a custodial position on the grounds that *women* are not strong enough for such work.

Systemic discrimination also results from outdated assumptions, for instance, that everyone's lifestyle is identical. Examples include the practice of treating overtime work as an obligation, rather than an opportunity which employees may refuse without penalty, and holding committee meetings after 5 pm, thereby depriving those with family obligations of the opportunity to learn and to participate. The assumption is that someone other than the employee concerned is at home taking care of domestic responsibilities. This is rarely true for single people or for married women, who are then put at a disadvantage.

Identical treatment for people in unequal situations can then compound the inequity. An example would be the increased difference in pay resulting from a standard percentage-increase calculation based on already unequal pay levels. We now know that many "gender-neutral" policies may actually penalize women.

Systemic discrimination also has the effect of constraining behaviour in advance, as when a man refrains from applying for a secretarial position or a woman for a managerial one because they perceive the unlikeliness of their succeeding. Aspirations are governed by these perceptions — why qualify oneself for work to which one does not expect to have access? As educational institutions, universities must be especially sensitive to the likely impact of anticipated discrimination on preparations for career options.

Employment equity begins by recognizing the actual situation of workers, by assessing inequitable employment systems and by setting in motion the processes needed for change.

vi Employment Equity

> "Systemic discrimination requires systemic change."
>
> (Abella, 1984), p. 9

The term "employment equity" was coined by Judge Rosalie Silberman Abella to encompass a range of measures designed to remove barriers to the full participation in the workforce of women, aboriginal people, disabled people and members of visible minorities. These measures are described in the 1984 *Report of the Royal Commission on Equality in Employment* and include equal pay for equal work and work of comparable worth, the provision of workplace childcare and affirmative action in hiring, training and promotion.

The principles of employment equity are straightforward:

- practices, procedures and policies can be changed to provide equal access, equal opportunity and an equal chance of success;
- remedies need to be "systemic" in order to respond to the systemic nature of discrimination;
- change must be structural to be permanent and effective;
- change must come from within the system: the university itself has to carry out the process of establishing employment equity.

The processes of producing equity are more difficult. Change can be encouraged by the examination of present practices and by education about their effects. But it also requires that action be taken. Positive measures - affirmative action - are remedial rather than preferential. They do not discriminate against the groups not included; rather, their intention is to compensate for advantages that have not previously been recognised.

Differential treatment may well be needed, for a time, to bring women and men into an equitable relationship. Thus, special classes in statistics might compensate for women's lesser exposure to mathematical training in high school; the few women successful in advanced scientific research could be brought in - as guest speakers or visiting scholars - to serve as role models; affirmative action in hiring could be used until proportionate representation of men and women is achieved.

In addition, supportive measures must be implemented which recognize the realities of employees' everyday lives. Thus, for instance, provision of day care could increase the free time of working mothers to approximate the time available to working fathers. When responsibility for children is equally shared, all parents will benefit from the availability of childcare facilities.

vii The Regulatory Environment

a Employment Equity

In general terms, both federal and provincial human rights legislation provides for non-discriminatory treatment in the area of employment, as well as for affirmative action programmes to counter the effects of past discrimination.

Yet the law often has not offered, and in many cases still does not offer, adequate protection to women. The Ontario Human Rights Code, first established in 1962 and then consolidated in 1970, did not initially include any reference to women. Later in 1972, as a result of pressure from women's organizations, "sex" was included as a prohibited ground of discrimination. "Marital status" was added that same year, "sexual orientation" and "pregnancy" in 1986, and "sexual harassment" was specifically prohibited in 1981.

THE ONTARIO HUMAN RIGHTS CODE

Every person has a right to equal treatment with respect to employment without discrimination because of race, ancestry, place of origin, colour, ethnic origin, citizenship, creed, sex, sexual orientation, age, record of offences, marital status, family status or handicap.

Section 4(1)

The Code, which holds employers responsible for discriminatory conditions in the workplace, operates on a complaints-based system, so that action is taken by the Human Rights Commission only in response to cases of alleged discrimination. Although the Code recognizes that discrimination can reflect assumptions about group characteristics, rather than being simply the acts of one individual against another, cases must be brought by, or on behalf of, individuals; no class actions can be undertaken.

While the Commission has limited experience in dealing with systemic discrimination, it has the power to combine related individual cases, or to initiate complaints itself. Complaints may be laid by a third party but redress is available only to those who file complaints themselves. However, the Commission adopts a conciliatory rather than an adversarial approach and may well negotiate a settlement which includes other affected members of the workforce.

The Ontario Human Rights Code also provides for exceptions if a particular job genuinely requires a person of one particular gender or with specific physical abilities. Affirmative action plans, intended to remedy past discrimination, are also specifically permitted.

THE ONTARIO HUMAN RIGHTS CODE

> A right under Part I is not infringed by the implementation of a special program designed to relieve hardship or economic disadvantage or to assist disadvantaged persons or groups to achieve or attempt to achieve equal opportunity or that is likely to contribute to the elimination of the infringement of rights under Part I.
>
> Section 13(1)

The equality provisions of the Canadian Charter of Rights and Freedoms (effective since April 15, 1985) apply to all defined areas of federal jurisdiction the same principle of equality of treatment. In general terms, the Charter adds to our legal environment the express approval of affirmative action plans for disadvantaged groups.

The exact impact of the Charter on specific pieces of legislation is not yet entirely clear, since the reasonable limits clause allows for case by case determination by the courts. The application of the Charter to universities is also somewhat uncertain; the current position of the Ontario courts is that it does not apply, but this decision is under appeal. In any case the employment practices of Ontario universities are still governed by the Ontario Human Rights Code.

CANADIAN CHARTER OF RIGHTS AND FREEDOMS

Every individual is equal before and under the law and has the right to equal protection and equal benefit of the law without discrimination and, in particular, without discrimination based on race, national or ethnic origin, colour, religion, sex, age, or mental or physical disability.

Section 15(1)

Sub-section one does not preclude any law, program or activity that has as its object the amelioration of conditions of disadvantaged individuals or groups including those that are disadvantaged because of race, national or ethnic origin, colour, religion, sex, age, or mental or physical disability.

Section 15(2)

Notwithstanding anything in this Charter, the rights and freedoms referred to in it are guaranteed equally to male and female persons.

Section 28

In addition, all but three Ontario universities participated in the first year of the Employment Equity Programme of the province by receiving funds from the Employment Equity Incentive Fund. To be eligible for funding, each institution had formally to adopt a policy of affirmative action for women employees of the institution.

EMPLOYMENT EQUITY INCENTIVE FUND

"This fund . . . is intended to assist institutions in developing and implementing an employment equity/affirmative action program for their women employees.

I . . . request that each institution in the province . . . adopt a formal policy of affirmative action for women employees."

G. R. Podrebarac, Deputy Minister of Colleges and Universities, in a letter announcing the inception of the Employment Equity Incentive Fund, June 20th, 1985

All the universities have received portions of the Faculty Renewal Fund (a component of the University Excellence Fund), whose formally stated purposes include increasing the number of women on the continuing full-time faculty of the institutions.

FACULTY RENEWAL FUND

". . .This initiative should improve the percentage of women faculty in our institutions while at the same time increasing the opportunities for young Canadian scholars. These 500 faculty will be appointed over a five year period."

Announcement in the Legislature by the Hon. Gregory Sorbara, Minister of Colleges and Universities (May 26th, 1986)

In addition, the Federal Contractors' Program (part of "Bill C-62, An Act respecting Employment Equity," which became law in 1986) applies to institutions with over 100 employees who wish to bid for a federal government contract of at least $200,000. Participants must establish an employment equity programme for women, members of visible minorities, Native people and people with disabilities. The programme, though its Criteria for Implementation are thorough and explicit, has no enforcement procedure but depends on elaborate ongoing reporting. As of January 1988, ten Ontario universities had joined this programme.

FEDERAL CONTRACTORS PROGRAM

The program requires contractors to implement Employment Equity measures . . . the identification and removal of artificial barriers to the selection, hiring, promotion and training of women, aboriginal peoples, persons with disabilities, and visible minorities. As well, contractors will take steps to improve the employment status of these designated groups by increasing their participation in all levels of employment.

Federal Contractors Program Fact Sheet, Minister of Employment and Immigration, June 1986

Finally, many Ontario cities have contract compliance by-laws covering human rights and employment equity issues, such as the provision of workplace childcare.

b Pay Equity

For Ontario universities, pay equity is now a new and major legal requirement related to systemic discrimination as it affects women. Its intention is to establish a fair level of pay for all work, especially where there has been gender-related bias in the past.

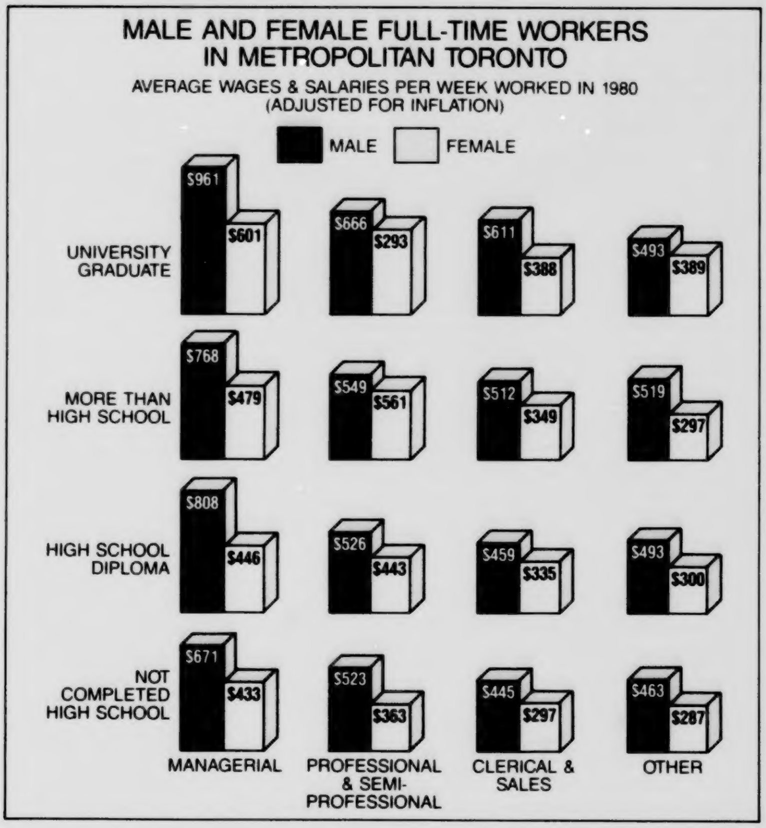
The implementation of pay equity is not unique to Canada. Some form of pay equity has been instituted in various states of the US, as well as in countries including Australia, Denmark, Ireland, Italy and Great Britain. In Canada, pay equity has been legislated in the provinces of Quebec and Manitoba as well as federally (in the Canadian Human Rights Act, 1977). "Pay equity" is always understood to mean equivalence of compensation, that is, salary plus all the salary-related benefits.

Nor is the idea of pay equity a new one. As early as 1919, the principle of "equal pay for work of equal value" was included in the Treaty of Versailles and as one of the founding principles of the League of Nations.

The principle of "equal pay for work of equal value" was embodied in the 1951 Equal Remuneration Convention, of the International Labour Organization (ratified by Canada in 1972) and in the United Nations' 1979 Convention on the Elimination of All Forms of Discrimination Against Women (ratified by Canada in 1981). In whatever way the calculation of the wage gap is made, Canada remains conspicuous on the list of countries where it persists.

> "The existence of a gap between the earnings of women and men is one of the few facts not in dispute in the 'equality' debate. There are certainly open questions about it, the two main ones being the width of the gap and the right way to go about closing it."
>
> Abella (1984), p. 232

More than 25 years after the institution in Ontario of legislation requiring equal pay for equal work, the wage gap continues. Statistics Canada figures released in April 1987 put the gap for 1985 at about 35%. Even when allowance is made for differences in hours worked, unionization, level of education, and so on, the unexplained gap, imputed to pure discrimination, remains at 15%.



Source: *Pay Equity: Perspectives,* Rowell Library Pamphlet, 1987

Equal pay, first legislated in Ontario in the Female Employees Fair Remuneration Act in 1951, simply stipulates that, within an establishment, workers in the same jobs should receive the same pay. This is useful to those relatively few women who do the same work as men. The current version of this is Ontario's Employment Standards Act (1968). This act, although it applies to benefits as well as to salary, includes standards of comparability only to a very limited extent and does not accept the notion of equal or equivalent value.

In fact, most women do work that is different from men's. A large number of all working women in Canada have jobs of a secretarial nature. Such "women's jobs" tend to be paid less than "men's jobs," and since no direct comparison can be made with men in these jobs, the equal pay principle is at a loss.

"Equal pay for work of equal value" attempts, in contrast, to provide an objective calculation of what work is worth to an employer. American usage prefers the more accurate term "equal pay for work of comparable worth." In recent years, the term "pay equity" has tended to displace (by including) both terms.

As used now in Ontario, "pay equity" is likely to refer, not just to a goal, but to a specific legislated version of "equal pay for work of equal value." In 1986, the Ontario government committed itself to pay equity in two bills, 105 (for the public service) and 154 (for the broader public sector and the private sector). The revised version of Bill 154, the Pay Equity Act, was proclaimed on January 1, 1988. It applies to all employers in Ontario.

As autonomous institutions, universities are sensitive to the issue of government intervention in internal matters. It should be noted, however, that government legislation on minimum wages, social insurance, pensions and benefits already affects the universities. In the case of pay equity the government is not establishing pay rates for particular jobs. Rather, it is encouraging a system of job evaluation leading to the setting of a salary range. Other criteria, such as seniority and merit, are used to place the individual within this range.

viii The University Environment

Universities are in many ways unique institutions. They are employers whose employment policies are not necessarily the result of business practices or experience, as well as educators who aim to preserve the best in traditional values while constantly seeking to break new ground.

Yet the traditions which the universities strive to preserve have their roots in a time when universities were exclusively male institutions. They are "the descendants of the monastery, the cloister and the club." (Marsden, 1985) This not only colours the definition of that "excellence" for which the faculty of the university are appointed but also affects women's traditional role within the institution. The familiar images are those of the (female) secretary and the (male) professor.

In addition, university hierarchies are complex and decentralized, with a tradition of collegiality. This means that changes effected in one area of university life do not necessarily carry over to other areas. Nor will an edict from the top move down a clearly-structured system at a predictable rate. In academic administration, for instance, power derives more from scholarly reputation and personal authority than from bureaucratic rules or position.

In their pursuit of impartial scholarship, universities have tended to hold aloof from shifting societal concerns and values. In addition, particularly in the last decade, universities have been striving to deal with competing priorities while working with less than adequate resources.

Now, however, that most universities have committed themselves to the implementation of employment equity, these circumstances and these traditions are the ones with which we must work.

ix Terminology

This handbook is intended primarily for use in the provincially assisted Ontario universities and related institutions, including Ryerson Polytechnical Institute and the Ontario College of Art. To include all these, the terms "university" and "institution" are used interchangeably.

At the time of writing, all the employment equity co-ordinators at Ontario universities are women. Accordingly, we refer to the co-ordinator as "she" throughout, although we do not exclude the possibility that men may be hired to these positions in future.

Women in the university can be divided into three groups: those who teach, those who learn and those who are employed in clerical, administrative or maintenance positions. But who is included in each group? Do part-time instructors count as faculty or graduate students? Into what class do laboratory, language or writing workshop instructors fall? Are senior academic administrators employees, employers or still members of the faculty? Librarians are sometimes organized with faculty, in bargaining units or otherwise, and sometimes not.

The very terminology raises problems. For instance, how to refer to the largest, least-noticed full-time group on campus? As a term, "secretarial staff" omits those employed in technical jobs, food service or childcare, "support staff" imputes secondary status to those without whom the university could not function, "non-academic staff" defines by negatives and "staff" includes academic staff as well. Again, how to identify the few near the top of this particular ladder who are essentially the non-academic management? Various awkward labels such as "professional and management" or "non-union" are used.

Since terms are understood differently at different universities, and since we seek neither to offend nor to confuse, we have adopted an eclectic policy of using the various terms: support and teaching staff, academic and non-academic employees, faculty and administrative staff and so on.

Women are indeed present in every dimension of university life. What equity requires is that they be there in a way that guarantees them equal treatment as workers and respect as individuals.

THE OFFICE OF THE EMPLOYMENT EQUITY CO-ORDINATOR

i Introduction 19

ii Support, Status and Resources 19
  a Statement of Commitment 20
  b Status and Resources 23
  c Equipping the Office 25

iii Mandate of the Office and Role of the Co-ordinator 26
  a Official Committees 28
  b Role of the Co-ordinator 31

iv Selecting the Employment Equity Co-ordinator 32
  a Procedures 32
  b Choice of Co-ordinator 32

v Communication, Information and Publicity 34
  a Employment Equity Newsletters 34
  b Campus Media 35
  c External Publications 36
  d Employee Orientation Sessions 37
  e Special Workshops and Other Educational Activities 37

vi Notes for Co-ordinators 37
  a Strategies 37
  b Survival 39

i Introduction

Although some universities had already begun to establish equity mechanisms, offices and staff, either focussed on employment equity or as part of a status of women office, equity co-ordination in most universities came about as a result of the Employment Equity Incentive Fund.

The Fund was introduced in 1985 by the Minister Responsible for Women's Issues and administered through the Ministry of Colleges and Universities. The Fund initially provided up to $20,000 to cover up to 75% of the costs of developing and implementing an employment equity programme for women employees. It also made available a $3,000 special project grant.

The majority of universities used these funds for a co-ordinator's salary. A number indicated their commitment by hiring a part-time co-ordinator for exactly $26,700 (including benefits) for the fiscal year during which the grant would be paid. Others allotted that sum to substitute for part of the salary of someone already on staff. Yet others topped off the sum to the level of a full-time senior person, sometimes adding the commitment to make the appointment a continuing one.

To enable universities to continue the activities they have undertaken, the programme will continue to supply an annual grant of $15,000 (which the university must match) until December 1988.

ii Support, Status and Resources

The degree of a university's commitment to employment equity is evident in the resources and support made available for its implementation. These have an obvious and direct impact on the progress of the co-ordinator and thus on the success of the equity programme.

In 1986-87, there were employment equity co-ordinators at most Ontario universities. The resources at their disposal varied greatly. One (part-time) co-ordinator reported that she shared an office with an overflow of files, so that she was interrupted in interviews by staff searching for records. Several others (without the allocation of additional resources) added employment equity to tasks related to race or minority relations.

In contrast, at another university, the task was assigned to a full-time Status of Women Advisor, already in office and supplied with adequate staff, support, and committees, as well as effective liaison with the president's office. She was given additional resources as well as the explicit and public support of the administration.

However great the variations, one thing is certain: the message must be conveyed that the office is a vital and respected part of the institution. The university's intentions and commitment in establishing the office must be backed up, not only with formal statements of support, but with the authority and resources necessary to carry out the task.

The tasks allotted to the co-ordinator are finite, but the office itself must be a continuing one; it should not be terminated until equity policies have been integrated into the workings of the institution and ongoing mechanisms established to monitor their progress.

a Statement of Commitment

At the minimum, a formal statement of commitment from the university is necessary and most Ontario universities have now developed such a statement. (Employment equity policy statements had to be included in applications for funds from the Employment Equity Incentive Fund.) Some of these statements take the minimal form of reaffirming the anti-discrimination provisions in federal and provincial laws, while others give detailed outlines of equity plans and procedures.

A STATEMENT

This University affirms its commitment to equality of opportunity for women staff, faculty and students. To monitor, develop and ensure that equality, the Board sanctions the implementation of an education and employment equity programme.

A RESOLUTION

Resolved:

- that this university, on the recommendation of the Executive Committee, supports the principle of employment equity for women and men and will continue to develop policies which ensure that the opportunities for appointment, promotion and conditions of service for academic, administrative and support staff are equal for women and men;

- that the President implement a study to:
  i) identify any possible inequities at this university with respect to the hiring, promotion and conditions of service of women or men;

  ii) recommend suitable guidelines to prevent such inequities and to eliminate inequities should they exist.

AN EMPLOYMENT EQUITY POLICY

Principles:

Employment Equity can be defined as employment practices designed to eliminate discriminatory barriers that interfere unreasonably with employment options and to provide access to the fullest opportunity to exercise individual potential.

The University will not under any circumstances permit employment practices and procedures in contravention of the Ontario Human Rights Code, 1981, which prohibits discrimination in employment on the grounds of race, ancestry, place of origin, colour, ethnic origin, citizenship, creed, sex, handicap, age, family status, marital status, record of offences or sexual orientation.

The University reaffirms its commitment to equal opportunity in employment in that all present and potential staff members shall receive equitable treatment and consideration. For present staff members this includes access to preparation and opportunities for transfer, promotion and advancement within the University. This commitment is consistent with good management practice for long-term planning, effective use of human resource potential and the recognition of individual merit and achievement.

Objectives:

i) to regard individual merit as the prime criterion for the treatment of present staff members and the employment of prospective staff;

ii) to ensure that all staff members are encouraged to develop their abilities and aspirations without being subject to discrimination and without barriers which may result however unintentionally from policies, behaviour or attitudes;

iii) to achieve a more heterogeneous distribution and balance (with respect, for example, to gender and minority groups) in staff complement across ranks or job levels and employment categories.

Implementation:

The university will take the following steps to act on its commitment and concern:

- communicate this policy, and programmes and procedures developed under it, to all University staff members, including supervisors who will be responsible for its implementation;

- foster and endorse behaviour that advances employment equity;

- examine and alter as necessary any policies and practices that have the result of unreasonably preventing or limiting the provision of equality in employment in hiring, promotion, remuneration, training or working conditions;

- recognize, in addition to educational qualifications, other forms of training and skills gained through experience and a record of accomplishment in other endeavours;

- monitor university documents and other official communications to ensure that they are free of discriminatory language and sex-role or other stereotyping.

While remaining alert and sensitive to the issue of employment equity for all, the University has an immediate and special concern with the role and experience of female staff. Without diluting its commitment to individual merit as the prime criterion, the University will undertake a number of positive initiatives in the short-term to enhance and diversify the participation of women. These will include:

- identifying and analyzing employment categories and organizational units in which women are significantly over- or under-represented;

- improving development opportunities to assist qualifiable women to compete on equitable terms for available positions;

- seeking out well-qualified women to enlarge the pool of potential candidates for recruitment and promotion into employment levels and categories in which women are currently under-represented.

The results of initiatives undertaken pursuant to the above will be documented and reported on a regular basis to measure progress towards approved goals and objectives consistent with the spirit of this Policy.

At the least, these statements serve as formal acknowledgement that the university has taken note of the disadvantages women encounter within the established academic structure. Further, the statement can be used in a variety of ways, including:

- as evidence that the university, and not just the co-ordinator's office, is committed to the equity process;

- in the regular course of academic and administrative planning, budgeting and goal-setting;

- in union negotiations;

- in the orientation of new faculty and staff, indicating that discriminatory attitudes are unacceptable;

- in promotional material about the university.

The co-ordinator will find it useful to have copies of the statement — as a single sheet, flyer or pamphlet — available for distribution.

b Status and Resources

Authority, status and effectiveness must be structured into the co-ordinator's position. Access to data sources, policy information and decision-makers is crucial.

In setting up the office, it must be ensured that the co-ordinator:

- has access to the President and other decision makers, on her own initiative as well as by invitation;
- has voice and vote on relevant committees, in addition to receiving records and minutes;
- is informed and consulted wherever issues relevant to employment equity are raised, in academic planning and policy meetings as well as those directly concerned with employment.

To effect systemic change, the co-ordinator must have access and influence in all those parts of the university where change needs to occur. Areas directly concerned include hiring, compensation, training, promotion and career development, performance appraisal, discipline and termination. Areas indirectly related to equity include the work environment (physical and psychological), physical security on campus, sexual harassment, and sexism in language and attitude.

The resource of information is crucial. Senior officials must make sure that the co-ordinator has — and is seen to have — access to the information she needs about conditions and policy. She must not, formally or informally, be denied access to information she herself thinks necessary.

Similarly, she must be involved in actual and upcoming top policy decisions that could have any bearing on employment equity. Policy access is equivalent to position within the university administration.

Information exchange and access to policy should be built into the regular workings of all university departments. The office of the co-ordinator should receive information from equity-related networks, such as that routinely sent to human resources personnel, administrators, managers and deans. Information must be provided to the office of the co-ordinator rather than informally to the incumbent. This is designed to:

- initiate change in the accountability and working of the system;
- ensure that a particular co-ordinator does not become indispensable;
- make equity a function of the university and not a favour to an individual.

The co-ordinator cannot initiate change in all the relevant areas of the institution. She may not be able to monitor all that goes on. But, to be effective and to appear credible, she must have accurate information about current practices. Otherwise, she can neither intervene nor assist.

Reporting relationships, too, are an indicator of standing and a means of effectiveness. The university officer to whom the co-ordinator reports, which staff report to her, what response is to be expected to her initiatives, what access she has - all these clearly signal the standing of the office and influence the outcome of the co-ordinator's efforts. A number of options exist, each with its own advantages and disadvantages:

REPORTING RELATIONSHIPS

Report to: **University President**	Advantages • provides highest visibility for employment equity • indicates high level of university commitment • covers academic and non-academic issues	Disadvantages • could mean reporting to a subordinate in an over-burdened office • may provide insufficient direction
Report to: **Human Resources Director**	Advantages • facilitates interaction with members of the personnel department • aids access to policies and practices affecting support staff • important link for coordinator drawn from academic side • informed commitment of Director invaluable	Disadvantages • possibly difficult to criticise employment systems designed by the department • many human resources departments have little or no responsibility for academic matters • possible conflict of interest if co-ordinator originally from HR
Report to: **Vice President (Academic Affairs)**	Advantages • direct access to information on policy and procedures for academic staff • facilitates change concerning academic staff	Disadvantages • may limit (or be seen as limiting) the range of activities of the office especially with regard to non-academic staff
Joint reporting relationship, for example:		
Report to: **Director of Human Resources and Status for Women Advisor,** or **Academic VP and Administrative VP**	Advantages • legitimizes involvement with academic and non-academic sides • provides expertise from two complementary sources	Disadvantages • possible conflict in having two "bosses"
Report to: **Committee Representing Major Constituencies**	Advantages • involvement of various groups • expertise from various sources • continuity when co-ordinator leaves • provides "support group"	Disadvantages • competing interests and conflicting priorities of groups • can be difficult to arrive at consensus • may lack authority

In establishing reporting relations, planning must certainly be made in systemic terms, that is, with due consideration given to impact on, and integration into, the administrative structure of the university. However, the co-ordinator should remain aware that the formal arrangement can be enhanced or impeded by the personal inclination of the person to whom she reports.

On balance, formal links with the president are probably the most desirable, since major decisions have ultimately to be approved by that office and also because government agencies tend to consider the president's office the logical contact for matters related to employment equity.

In short, the position of co-ordinator should be, and should be seen to be, significant in the life of the university and in the scale of university decision-making.

c Equipping the Office

Once a university has made the decision to implement employment equity, the comparatively small amount of funds and resources necessary to make the office more than a token is well spent. Without adequate status, resources and equipment, the office simply cannot achieve the desired result.

Regular office necessities include:

- administrative assistance;
- signs inside and outside the building indicating the location of the office (preferably bilingual);
- a room where the co-ordinator can conduct interviews and meetings uninterrupted;
- a telephone, preferably on a direct outside line, with long-distance capacity and a back-up system;
- a computer and printer;
- letterhead;
- a secure place for confidential files;
- a library of equity-related resources.

In order for those with disabilities not to be barred access to the co-ordinator, necessary features include:

- wheelchair-accessible office;
- clearly-marked signs;
- TDD (Telephone Device for the Deaf — a keyboard and single line screen attached to the telephone).

OFFICE OPERATING BUDGET — LARGE URBAN UNIVERSITY, 1986-87

	Projected $	Actual $
Office supplies	200	800
Computer supplies	470	250
Audio visual	18	160
Printing (internal)	1,062	500
Telephone equipment	888	543
Long-distance calls, telegrams	150	400
Books, periodicals	100	530
Shipping, receiving	0	37
Travel	1,400	650
Functions (on campus)	1,400	1,610
Functions (external)	100	130
Hospitality (on campus)	0	486
Hospitality (external)	0	25
Membership fees	100	0
New furnishings	0	80
Contingencies	500	100
	6,388	6,401

In any university, at any time, an experienced administrator knows what an influential office looks like. Public manifestations of the office — such as a newsletter, promotional material and the appearance of the office itself — must be professional and impressive.

iii Mandate of the Office

A broad and flexible definition of the co-ordinator's mandate is important, as part of the job will consist of a continuing assessment and re-evaluation of goals and tasks, as well as the means of achieving them.

The process of determining terms of reference is important; a variety of methods is available. The mandate may simply be written by a senior administrator. Possibly, an ad hoc group will be entrusted with the task. Certainly, management representatives and the relevant bargaining groups or unions should be involved.

Questions of scope are extremely important. Employment equity applies in all categories of the university: faculty, staff and students. Accordingly, the co-ordinator must have an official position which can encompass all these areas.

In some cases, the co-ordinator's office has already been established as part of the personnel department and, in at least one case, an employment equity co-ordinator is primarily connected with student services. In these cases, it is absolutely necessary to have formal links — as well as effective and cordial working relationships — with faculty and staff structures and organizations.

EMPLOYMENT EQUITY CO-ORDINATOR: JOB DESCRIPTION

1 The collection and analysis of data on:
   a) the occupational and salary distribution of faculty
   b) job competitions and hiring practices
   c) projected vacancies and the availability of female applicants.

2 A review of personnel-related policies and procedures.

3 The development of a support programme for junior female faculty.

4 The monitoring of the university's performance in the area of employment equity and the development of new initiatives as required.

EMPLOYMENT AND EDUCATION EQUITY CO-ORDINATOR: DESCRIPTION OF DUTIES

i collect and analyze internal data;

ii identify imbalances and sensitize the University to the educational development and position of women and to their potential contribution to the University and to society;

iii analyze internal admission and staffing criteria, policies and procedures and make relevant recommendations to bring about the removal of institutional and procedural impediments to the recruitment, admission and advancement of women students and employees;

iv prepare realistic recommendations, measurable goals and timetables and provide periodic reviews of progress towards these goals;

v define the scope of education and employment opportunities for women and prepare recommendations to increase the scope of these opportunities;

vi provide women with information concerning the professional and career options available to them in society and within the University;

vii assist other units of the University in the preparation of the Report on Affirmative Action for women employees (as required by the Ministry);

viii encourage women to set professional and career objectives for themselves and acquire relevant training to meet these objectives;

ix assist in the review of admission criteria and curricula to eliminate sex stereotyping.

a Official Committees

An employment equity committee should be established as part of the mandate of the office, with official standing supported and recognized by the administration. This means, among other things, that the group must have some form of secretarial support and some budget for the considerable amount of material that will have to be gathered, copied and distributed among members.

The composition and terms of reference of the committee may be determined by the group defining the co-ordinator's job. If already appointed, the co-ordinator should also be involved. It is preferable to establish the mandate and procedures of the committee before seeking members. Terms of reference should cover:

- composition of the committee (representative or appointed?)
- relationship to co-ordinator (providing advice or direction?)
- number of members
- procedure for selection of members
- structure, including convening and chairing
- frequency of meetings
- general mandate of the committee (set of tasks or areas).

TERMS OF REFERENCE OF AN ADVISORY COMMITTEE

1. The Committee acts as an advisory body to the Co-ordinator.
2. The Committee provides advice on the review and analysis of formal and informal practices, policies and procedures related to employment in the institution.
3. The Committee assists the Co-ordinator to prepare reports on these reviews and recommends strategies to overcome discrimination and its effects.
4. The Committee advises the Co-ordinator on goals, plans and timetables, with a view to integrating employment equity into all parts of the institution's working life.

Some points about representative committees:

- they are a good way to involve people from many, varied parts of the university in order to integrate equity issues into all parts of the institution;

- a number of representative committee models are possible: a common example is one including representatives from each union or bargaining unit, balanced with an equal number of academic and administrative managers;

- a large number of interested groups — academic and non-academic, full-time through casual employees, special interest groups — can be represented; careful definition of constituencies will help;

- target groups in equity programmes must be adequately represented;

- varying patterns of nomination can give the co-ordinator some say in who is appointed;

- it is helpful to notify the groups of the mandate of the committee and offer to discuss their role with them before representatives are selected;

- groups should be encouraged to appoint alternates in case of conflicts in scheduling;

- group representatives will need advance notice of agenda, to allow time to consult the group;

- the university should allow release time for representatives to attend meetings; this provision may be part of union contracts.

Some points about appointed committees:

- typically, members are chosen and appointed by the president; the co-ordinator must be closely involved;

- the basis for selection needs to be clearly defined, for example, special expertise, knowledge of equity issues, university position;

- it must be clear that committee members do not represent any groups of which they are a part; they should, however, be able to draw on the knowledge and experience of these groups;

- a committee with no representative components could alienate unions, bargaining units and other organized groups; careful selection of members may still bring legitimacy; consultation is necessary;

- the effectiveness of an appointed committee depends on the standing and commitment of its members; efforts (including, where applicable, release time arrangements) must be made to facilitate their participation.

COMMITTEE ON EQUITY FOR WOMEN: TERMS OF REFERENCE

1. The Committee shall consist of ten members, appointed by the President in consultation with the Co-ordinator, to reflect the concerns of women employees and students.
2. The Committee will be chaired by the Co-ordinator.
3. The Committee will audit and analyze the statistics relating to the status of women at the university, in consultation with relevant university officers, and will then establish a list of data required for developing, monitoring and reporting on a university program of equity for women.
4. The Committee will develop and recommend for consideration by the Board, the President and other interested officers and bodies, an overall plan (including timetables, strategies and monitoring procedures) to bring about equity for women at the university.
5. The Committee will publish a regular newsletter on equity for women.
6. The Committee will report at least once each year to the President on progress and recommendations for an equity program.
7. The Committee will remain charged with these tasks until their completion or until the termination of the committee's mandate by the President.

Some points about committees in general:

- committees can study, assess, recommend and monitor, but the carrying out and enforcement of policies is the responsibility of the administration;
- part of their function is to educate themselves and the co-ordinator, and then the university community;
- they can warn the co-ordinator of potential pitfalls and resistance; they can serve as surrogates for their groups when ideas have to be developed or tested;
- they may be slow to get going and will need tangible successes if they are to continue; members with the necessary university experience are likely to be very busy people, so careful planning is necessary;
- sub-committees and steering or executive committees help to spread out the stress and the work;
- if equity in education forms a major part of the equity mandate, a separate committee should be established to undertake education-related initiatives so that these do not become a footnote to the activities of a busy office;
- committees can be co-opted if necessary; they can be radicalized surprisingly often; the interest of one or two members in a specific subject or issue can galvanize the committee into far-reaching planning and action.

Alongside the official committee, which must be handled with care and due appreciation, every co-ordinator needs freely chosen individuals with whom she can consult. It may be wise to formalize this arrangement as a network that can be called together at times of difficulty or opportunity (such as, for instance, the 1986 announcement of the Faculty Renewal Fund).

b Role of the Co-ordinator

The co-ordinator's role is considerably shaped by the framework within which the office is working: the mandate, resources and focus of the office. Nonetheless, employment equity generally requires that the following tasks be performed on a continuing basis:

- educating the university community about employment equity, including advocacy of the policy;
- collecting, analyzing and reporting on data in order to identify problem areas and establish goals and timetables;
- drawing the attention of administrators to systemic discrimination in internal policies and practices; advising on the implications of policies under consideration;
- recommending equitable as well as corrective strategies to eliminate the discriminatory impact of past and existing policies;
- monitoring policies and procedures adopted as part of employment equity;
- supplying up-to-date information (as well as data, sources of information and referrals) on employment equity and the university; this will involve both offering material and responding to requests;
- dealing with the external environment: monitoring, reporting, publicizing, responding to requests for information.

Clearly, there is more work here than can be performed by one person, or indeed one office, working in isolation. The co-ordinator's role lies in initiating and facilitating in order to involve individuals and departments in the tasks that need to be performed.

Employment equity will be achieved only when equity concerns are integrated into all facets of the university's routine. The university must resist the temptation to assume that equity matters are the concern solely of the co-ordinator.

iv Selecting the Employment Equity Co-ordinator

a Procedures

The co-ordinator's role is a critical one, requiring the co-operation of the entire institution. Appointing the co-ordinator is an opportunity to demonstrate commitment to equity, not only in the scope and status allotted to the position of co-ordinator but also in the procedures followed in filling the position.

The hiring process must reflect the principles of employment equity (for details, please see the section ''Hiring''). In addition, the same procedures should be followed as those for staffing any senior level position, including:

- clearly defining the position and the job description;
- constituting a search committee;
- ensuring an open competition by means of affirmative advertising and search techniques;
- establishing the means of assessing candidates' qualifications;
- planning the interview process.

When the co-ordinator has been appointed, the most senior level of the institution should make its support evident by issuing a press release, by circulating an internal statement of commitment and also by introducing the new co-ordinator to key administrators and decision-making bodies.

b Choice of Co-ordinator

The choice of co-ordinator is affected by various practical realities. Employment equity issues, for instance, differ from institution to institution. Further, employment policies and practices for academic and non-academic employees also differ in fundamental ways. Co-ordinators may be — and have been — drawn from various areas. The following chart deals with some of the advantages and disadvantages of drawing co-ordinators from among faculty and support staff, as well as from inside and outside the university.

CHOICE OF CO-ORDINATOR

	Advantages	Disadvantages
Non-academic employee:	• most likely to have experience in the ways of the university in general and employment practices in particular; • most likely to have the necessary expertise for assessing policies and practices; • likely to have relatively realistic expectations of the nature and rate of change in a university.	• may not fully understand the history and nature of academic concerns; • unless extremely senior, may have limited access to academic decision-making; • could be regarded as an accomplice of management, particularly if in the personnel department.
Faculty member:	• senior faculty may have easier access to academic decision-making; • senior faculty may be perceived as carrying more prestige and authority.	• may have inadequate knowledge of employment issues, especially about support staff; • support staff may feel their concerns are not given priority; • junior faculty, especially if untenured, may lack prestige and authority.
Insider:	• will have knowledge of the university and how it operates; • may be more easily accepted • previous involvement in campus women's issues would contribute greatly.	• may become caught in conflicting loyalties; • may lack direct experience in employment equity; • may be taken less seriously because already known; • may lack adequate experience of women's issues or employment equity.
Outsider:	• could bring employment equity experience from business or public service; • may escape conflicting loyalties.	• may lack knowledge of universities; • may be seen as marginal, intrusive or lacking in authority • could be difficult to get office space, co-operation.

Another option already in use is job-sharing. Advantages could include: representation from the different areas of the university; co-operation of the academic and non-academic sides; broader-based reporting arrangements. Disadvantages could include diffusion of responsibility unless areas of accountability are clearly defined.

Where equity co-ordination is allocated to a committee, an even balance of power could be ensured by rotating functions such as the chairing of meetings and the use of co-chairs.

v Communication, Information and Publicity

University administrations are decentralized and their members already overburdened. Nonetheless, all officials in the university have tasks which involve considerations of equity. The need for the co-ordinator to inform the community of employment equity issues is crucial. All members of the university need to understand clearly what is involved as well as the reasons for the undertaking.

There are many ways to educate the university community, some of which are discussed below.

a Employment Equity Newsletters

Business and government branches find employment equity newsletters invaluable, as have those universities where they exist. (Examples are available from the Council of Ontario Universities.)

Newsletters are costly in time and money, since they must be produced in a way that does not marginalize employment equity. They are well worth the investment, however, since they provide the opportunity, through education and explanation, to change the way in which employment equity is perceived and thereby facilitate consent to change.

NEWSLETTER BUDGET, 1986-87

This chart provides rough figures for a newsletter of six or eight pages, two colours, stitched, running at 4,000 to 4,500 copies:

Production		
design	$ 700	
typesetting	250	
printing	925	
cartoon	50	
Labour		
translation	124	
writing/editing	1,000	(about 65 hours at $15)
	$3,049	

- design of masthead cost an additional $200
- external mailing was bootlegged but would have cost $100
- writing/editing came out of the general office budget

b Campus Media

Newsletters (produced by unions, staff and faculty associations, women's centres, special interest groups and so on), university and student newspapers, alumni/ae magazines, campus radio — all these can be important ways of spreading information on the issues of employment equity, reporting progress and encouraging participation.

Some caution must be exercised where space is limited and issues are complex (and, especially, where reporters are inexperienced). One university developed the following guidelines.

DEALING WITH THE MEDIA

- note name of reporter and publication, network, show etc.
- if by telephone, ask whether you are being recorded
- spell out your name and title and any terms you think necessary
- interpret your story for the general public
- keep your language clear and simple
- keep calm even when reporters are hostile
- observe institutional policies/restrictions and avoid giving your personal view or "off the record" statements
- if you haven't the facts at hand, research and call back
- offer to review the article prior to publication or ask to receive a copy of the finished article;
- keep notes on file of each media encounter
- if there are errors in the reporting, use the opportunity for corrections or elaborations

c External Publications

A variety of external publications are likely to be interested in the progress of equity at Ontario universities and may seek or welcome articles, features, news items, press releases. Publications include:

- **CAUT Bulletin** (Canadian Association of University Teachers, 75 Albert Street, #1001, Ottawa K1P 5E7)
- **OCUFA Forum** (Ontario Confederation of University Faculty Associations, 40 Sussex Avenue, Toronto M5S 1J7)
- **University Affairs** (Association of Universities and Colleges of Canada, 151 Slater Street, Ottawa K1P 5N1)
- **COUSA Bulletin** (Confederation of Ontario Universities' Staff Associations: office location rotates, please check with local COUSA branch)

INFORMATION HANDOUTS FOR THE MEDIA

- be explicit about the basic facts: who? what? where? when? and why?
- include name, address and 'phone number for editors to check back
- double or triple space on one side of the paper only, preferably keeping a release to one page in length
- if more than one page, number pages and be sure paragraphs do not run from one page to the next
- be concise, accurate and timely: this gives you greater control over what appears; editing can affect the balance of your statement

d Employee Orientation Sessions

These sessions provide an excellent opportunity to inform new employees of the university's equity policies and activities.

Academic appointments normally begin in July and orientation is carried out partly by the personnel department (when the individual actually arrives on campus, usually during the summer), and partly by deans, chairs etc.(at the beginning of the academic year). New non-academic staff receive orientation sessions throughout the year.

Senior academic and administrative appointments are announced in advance but rarely receive orientation as such: they especially need to be briefed on matters of employment equity.

Student employees, including teaching and research assistants, usually work by academic session. Neither they nor new students usually receive material about employment equity in their general orientation.

e Special Workshops and Other Educational Activities

Films, panel discussions, lectures, seminars, brown bag lunches and discussion groups are regular features of university life, available to faculty, support staff and students alike. All provide occasions for outreach and education.

Workshops can be set up for many purposes, for instance, for training managers and supervisors in equity issues. Funds and release time can be arranged to enable employees to attend equity-related sessions arranged by external agencies as well as those internal to the university.

Sponsoring workshops and events can provide opportunities for the co-ordinator to encourage participation in the work of the office. Co-sponsoring events and sponsoring sessions in events organized by supportive campus groups and organizations also provides an opportunity for outreach and co-operation.

vi Notes for Co-ordinators

The task of producing massive change is both slow and exhausting. It is the more wearing if one has a personal commitment to the cause, as is likely to be the case here. The co-ordinator needs not only to develop strategies for working but also to set in place certain safeguards, for her own good and that of the continuing equity function. Some suggestions follow.

a Strategies

To begin with, develop a picture of the environment, structure and characteristics of the institution in which you are working:

- review campus documents and publications from the university constitution to campus newsletters;
- hold informational meetings with selected administrators, departments, colleges;

- meet with employee groups to discuss key issues they have identified (as well as their expectations of the employment equity office);

- familiarize yourself with the (formal and informal) decision-making systems by talking with knowledgeable academic and non-academic employees.

Next, assess the situation in terms of human resources:

- identify, contact and keep in touch with your allies; find people with whom you can speculate and try out new ideas; concentrate on people who you know or expect will be supportive;

- be prepared for the fact that there will be opposition, but bear in mind that negative attitudes often stem from a misunderstanding of what employment equity is; this emphasizes the need for education;

- you can sometimes defuse personal hostility by emphasizing the systemic nature of discrimination and pointing out that employment equity is a university policy, not a personal crusade of yours;

- make use of your advisory committee to provide information and perspectives from different constituencies, a forum for discussion of strategy and a source of support;

- establish contacts and become known to groups before you have to deal with them on tough issues;

- network with interested organizations, such as the women's centre, employee groups, the childcare centre, groups working for minority rights;

- co-sponsor projects with sympathetic organizations such as unions.

Next, assess the situation in concrete terms:

- determine the range of activities of the office, for instance, whether or to what extent you take on an advocacy function; assess the expectations, both reasonable and unreasonable, that people have of your position;

- list everything you would like to do; arrange the list in order of priority; then set realistic, limited goals; this prevents over-commitment and desperation and ensures you leave behind you concrete, completed projects on which your successor can build;

- if it can be avoided, try not to start with the toughest, most divisive issues;

- facilitate systemic remedies for systemic problems; for instance, if you have to deal with a number of grievances, work with the personnel department, unions or the ombuds office to set up an adequate grievance procedure rather than handling each case; beware of being seen as an alternative to existing mechanisms;

- remember that different projects proceed at different rates; for instance, if you are still at the workforce analysis stage, you can still undertake education about sexist language and work for a gender-neutral language policy; tangible evidence of progress is good for the image of the office (and for the morale of the co-ordinator);

- evaluate your progress at regular intervals; bear in mind that, because equity advocates far-reaching change, it progresses in small steps.

b Survival

Assess what you can handle as an individual:

- accept that the extent of your job is to provide advice and facilitate change; it is not your personal responsibility to achieve equity;

- realize there is more to be done than you can do this year or in this lifetime;

- guard against burn-out; this means setting limits, not just on time, but also on how much emotional energy you invest;

- when frustrations arise (as they inevitably do, for instance, between women's groups and a slow-moving administration), recognize that the co-ordinator's role is often one of being caught in the middle, dealing with conflicting expectations and explaining the position of one constituency to another;

- try to remember that you are not indispensable and that at least some of what happens has its humourous side;

- network with other employment equity co-ordinators; create informal support groups with those in comparable positions; it helps to be able to consult, complain — and boast.

CONFERENCE OF STATUS OF WOMEN OFFICERS
AND EMPLOYMENT EQUITY CO-ORDINATORS
IN ONTARIO UNIVERSITIES

Held annually in May. For details, please contact the Council of Ontario Universities.

DATA AND PROGRAMME DEVELOPMENT

i Role of the Co-ordinator 45

ii Developing an Employment Equity Programme 45

iii Data 48

  a Kinds of Data 50
    (1) Stock 50
    (2) Availability 52
    (3) Flow/Transaction 52
    (4) Longitudinal 54

  b Building a Data Base 54
    (1) General Considerations 54
    (2) Suggested Areas of Collection 55

  c Data Sources 57
    (1) Internal 57
    (2) External 58
    (3) Special surveys 60

  d Analyses 61
    (1) Workforce Analysis 61
    (2) Availability Analysis 66
    (3) Transaction Analysis 69

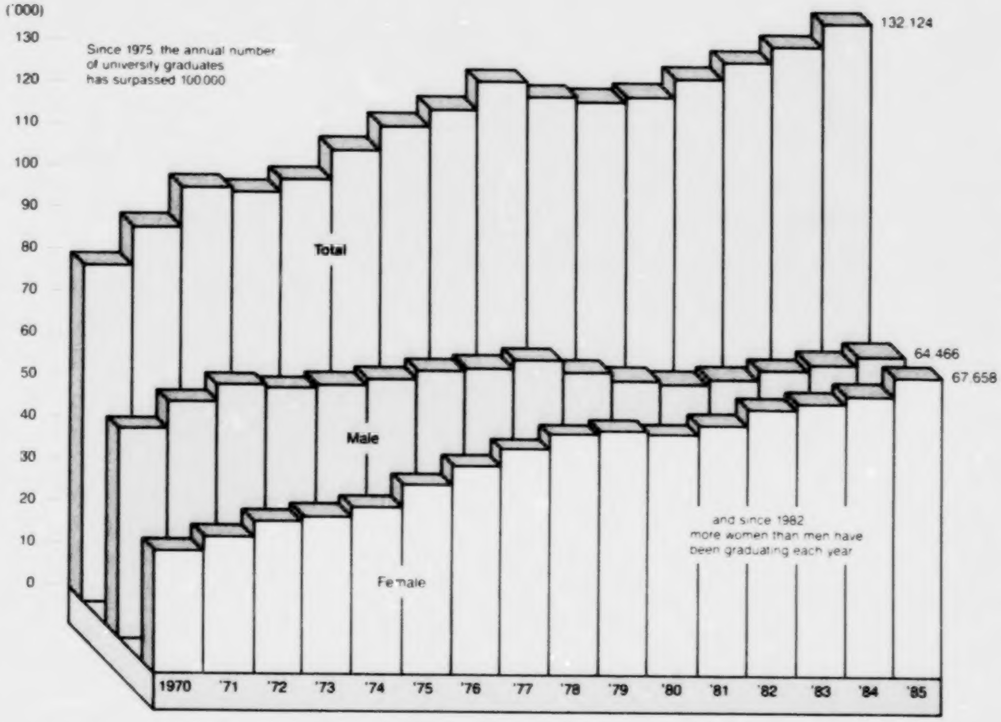
iv Review of Policy and Practices 71

v Measures for Change 73
  a Goals and Targets 74
  b Support Measures 74
  c Special Measures 75

vi Monitoring and Evaluation 75

vii Reporting and Recommending 77

UNIVERSITY DEGREES, DIPLOMAS AND CERTIFICATES GRANTED, BY GENDER, CANADA, 1970-85



Since 1975 the annual number of university graduates has surpassed 100 000

and since 1982 more women than men have been graduating each year

Source: *Education Statistics Bulletin,* Statistics Canada, Vol 9, No 2, p. 1.

FULL-TIME FACULTY IN ONTARIO UNIVERSITIES, 1985-86
DISTRIBUTION BY GENDER WITHIN EACH FIELD

	Total	Men	Women	Women as % of Total
Education	888	711	177	19.93%
Fine and Applied Arts	496	394	102	20.56
Humanities (and related)	2,551	2,089	462	18.11
Social Sciences (and related)	3,372	2,902	470	13.94
Agricultural and Biological Sciences	786	667	119	15.14
Engineering and Applied Sciences	946	930	16	1.69
Health Professions and Occupations	1,947	1,518	429	22.03
Math and Physical Sciences	1,582	1,511	71	4.49
Not Reported	116	100	16	13.79
TOTAL	12,684	10,822	1,862	14.68

Source: Ministry of Colleges and Universities, July 1987

FULL-TIME NON-ACADEMIC STAFF AT ONTARIO UNIVERSITIES
BY SALARY RANGE AND GENDER, 1985-86

Salary Range	Total	Men	Women	Women as % of total
$61,000 and over	174	162	12	7%
$51,000 - 60,999	245	211	34	14
$45,000 - 50,999	354	277	77	22
$40,000 - 44,999	790	533	257	33
$33,000 - 39,999	1,446	961	485	34
$27,000 - 32,999	2,707	1,732	975	36
$21,000 - 26,999	5,105	2,266	2,839	56
$15,000 - 20,999	8,437	2,439	5,998	71
under $15,000	1,183	146	1,037	88
TOTAL	20,441	8,727	11,714	57

Source: Ministry of Colleges and Universities, March 1987

i Role of the Co-ordinator

Each new co-ordinator will be coming into a unique situation. What she needs to do will depend on many factors specific to her institution, including:

- equity-oriented structures and measures already in place; much valuable work was done in the 1970s before the government initiatives on employment equity;
- the resources made available by the institution;
- projects and initiatives inherited from a predecessor;
- responses of senior administrators, possibly ranging from active support to direct opposition;
- her mandate and the mandate of any supporting group.

The co-ordinator, as we have stressed throughout this handbook, is not personally responsible for implementing employment equity in her institution. Rather, she is there to initiate, to monitor, to encourage and to facilitate the necessary changes. To do all this, she needs a concrete base for assessing and discussing what is going on.

Data collection and analysis are those areas in which the co-ordinator is most likely to be personally implicated. In addition, she may well have at least formal responsibility for preparing and reporting the employment equity data required by the government, which is both extensive and, often, a new addition to regular university data collection.

It is important to remember that the co-ordinator cannot be personally responsible for gathering and processing data. Indeed, even where the co-ordinator is an expert in data collection and analysis, the resources allocated to her office are unlikely to cover the range of data-collecting activity necessary. Collecting and supplying data must be a required function of managerial level employees, hiring committees and the university's administrative system in general.

Nor is it the co-ordinator's role to implement policy review and change. That responsibility lies with the senior administrators in each department. Here also the co-ordinator's function is to initiate, to assist, to monitor and to act as a resource person. Certainly, the co-ordinator needs to know who to ask and what to ask in order to ensure that each department in the institution takes part in equity programming in the most appropriate way.

ii Developing An Employment Equity Programme

Employment equity implementation guides based on business experience, such as the ones below, tend to operate on a relatively simple, directly hierarchical model. Because of the high degree of departmental autonomy within both the academic and the non-academic sectors of universities, a monolithic blueprint for action within the institution is unlikely to be useful. Such guides can be modified and adapted, however, and they are useful not only for working out what data need to be collected but also for providing a framework and context for data analyses and resulting action.

AN AFFIRMATIVE ACTION PROGRAMME

Phase 1: Organization

Collect:
- internal data, including gender breakdown of workforce, salary etc.

Assess:
- organizational policies and procedures
- personnel assessment techniques
- training and development programmes
- promotion policies
- wage and salary structures
- attitudes towards women

Collect:
- external data on gender breakdown of populations, labour market etc.

Analyze data.

Phase 2: Action Plan

Set objectives, short and long term measurable goals, such as:

- timetables for revising policies and procedures, recruitment and promotion techniques etc.
- measurable objectives for training and development of women employees
- numerical goals for staffing, with active recruitment of women
- timetables for "equal treatment" in written materials, internal and external communication

Determine strategies for achieving these objectives.

Phase 3: Implementation

The immediate and long-term transformation of these goals into reality.

Phase 4: Review and Revision

The last step is a continuing one — constant review and revision of the whole Affirmative Action programme.

Source: Ontario Women's Directorate

Envisaging a plan of the whole equity process helps to keep in mind an ideal image of the desired change. Such plans can also be used for planning equity programmes with the individual departments of the institution.

The process for determining and implementing an equity program is itself important:

- senior administrators should be involved in the necessary assessment and in setting goals and targets; in this way, they will able to assume some degree of ownership of the plan and its results;
- the relevant employee groups must also be involved in this process; such groups can make invaluable contributions by identifying equity measures and including them in their bargaining packages; at any rate, the process must complement established negotiating patterns and union and other employee-management agreements;
- management for its part can also take positive steps in a negotiating framework, supporting or even initiating measures such as joint discussion and implementation committees.

Most support measures, such as daycare and security, fall within areas that are largely the responsibility of management. But bargaining units can exert influence, as well as providing input from their members and constructive, experience-based suggestions.

A PLANNING FRAMEWORK

Phase I: Assessment of Organizational Readiness:

Step 1: Preparation

- establishing senior level commitment
- establish mechanism for consultation with employee representatives (for instance, bargaining agents)
- identifying and assigning resources for the task
- identifying values and attitudes, preparing employees and managers for the change to come

Step 2: Analysis

- developing and analyzing workforce data (collect personnel information, review external workforce data)
- reviewing formal and informal personnel policies and practices
- identifying barriers to equity

Phase II: Management of Change:

Step 3: Developing an Equity Plan

- establish goals and timetables
- identify new or modified personnel policies and practices
- identify special measures and programmes (for example, targeted recruitment, training programmes)
- determine monitoring and accountability mechanisms

Step 4: Implementation

- assign management responsibility and accountability
- assigning and managing the implementation process
- carrying out a supportive communications strategy

Phase III: Maintenance of Change

Step 5: Evaluation and Monitoring

- establish problem-solving and reporting mechanisms
- establish regular orientation and training programmes for new staff, regular staff, supervisors
- follow through in management performance evaluation
- reward achievements
- adjust the plan, if necessary

From: *Employment Equity: A Guide for Employers* (CEIC, 1986)

iii Data

A certain mystique surrounds the subject of "data," making it intimidating for those whose primary work does not normally deal with figures and statistical analyses. Data are, in fact, nothing more or less than information presented in such a way that conclusions can be drawn. Data can certainly be numerical, but many sorts of data are more appropriately expressed in other ways. For instance, the juxtaposition of individuals' references and files may say everything necessary about hiring or promotion policies.

Generally speaking, quantitative data are assembled from figures (such as the number of women hired to certain positions), while qualitative data are derived from the description and results of policies and processes (such as job evaluation systems and selection procedures for hiring).

Statisticians, economists and many of those opposed to employment equity may argue at great — often unnerving — length about seemingly arcane matters such as standard deviation from the mean. Statistical analysis is, however, a tool like any other; it should be designed to convey information, not to baffle. For instance, quantitative data can be used to illustrate the situation simply and in forms readily comprehensible to the average person. Data need not be presented in the form of, and is not always amenable to, sophisticated mathematical analysis.

Percentages, in particular, can be used to give a quite misleading impression of both exactness and progress: one woman added to the existing engineering faculty may constitute an increase of 100%, while one added to English might constitute perhaps 5%.

NEW FULL-TIME FACULTY APPOINTMENTS AT ONTARIO UNIVERSITIES
1985-86

Rank	Total Appointments	No. of Women Appointed	% of Women Appointed
Full	62	5	8.1%
Associate	81	14	17.3%
Assistant	445	138	31.0%
Lecturer	189	72	38.1%

Source: Ministry of Colleges and Universities, July 1987

Statistics need not be more specific than the purposes for which they are required. It does not make a precise difference if there are 56% rather than 52% women among the student body in comparison to the 16% or 20% among faculty — imbalance is clear in either case.

DISTRIBUTION OF WOMEN FACULTY* AND STUDENTS
AT ONTARIO UNIVERSITIES 1985/6

	Women Faculty %	Women Students %
Humanities	21.0	63.0
Social Sciences	20.0	52.0
Biological Sciences	16.0	56.0
Physical Sciences	5.0	29.0

* including contractually limited appointments, such as sessional faculty

Statistical analyses are routinely used in universities and universities, in fact, provide a particularly supportive environment for those learning how to collect and analyze the various forms of data. Both consultants and, if desired, instruction should be readily available in house.

The collection and analysis of data can become a highly sophisticated activity involving the setting up of complex systems. However, it need not and should not become a consuming end in itself. It is important to determine the prospective uses of data before beginning collection.

The continuing collection and analysis of data make up the first step of any assessment procedure. Data can be used initially to:

- describe the current situation in order to discover and document inequities;
- provide a basis for assessing the current situation;
- establish baselines for future comparisons;
- establish goals and targets;
- estimate practicable rates and methods of remedy.

For example, if a severe under-representation of women among laboratory technologists seems likely, it is necessary to establish:

- the actual distribution of men and women in the job, including those in the various possible part-time and contractual arrangements;
- the general availability of women trained as laboratory technicians;
- expected jobs available, based on measures of departmental growth including a simple numerical projection as well as policy considerations (such as planned expansion of the department), turnover and possible change in task requirements.

With such information, it is then possible to set realistic goals for hiring, training and promoting women, to identify support and special measures needed in the employment system itself as well as in the university environment.

a Kinds of Data

Four kinds of data are needed and can be collected: stock, availability, flow or transaction and longitudinal data.

(1) Stock data

Stock data provide a profile or "snapshot" of the workforce at a specified moment, showing the numbers of women employed in the various jobs and at the various levels of salary, status and seniority. At a minimum, the "tombstone" data normally collected by personnel systems — gender, job title, occupation and salary — will show the distribution of women in the workforce.

A number of variables can be added in order to establish employee profiles. Some of the most useful ones include: age; age when hired; number of years employed at the university; internal or external position preceding the present one; number of years in present position; number of positions held within the university; number of positions applied for; number of years of education.

EDUCATION LEVELS OF SUPPORT STAFF (HIGHEST YEAR COMPLETED)

Level	**Men**	**Women**
Grade 8	8	7
Grade 9	4	2
Grade 10	8	14
Grade 11	1	7
Grade 12	22	65
Grade 13	4	8
Total:	47	103
One year college (or university)	3	34
2 years' college	4	6
3 years' college	0	1
4 years' college	0	1
Total:	7	42
Bachelor's	15	34
Master's	4	3
PhD	1	0
Total:	20	37

At one university, analysis of specially collected data corroborated the impression that more men (61% of male managers) were recruited to the university at that level, whereas more women (65% of female managers and professionals) had begun their careers at the university in other employment categories, notably as clerks and secretaries. The effects of this situation are to increase the gender gap in promotion and compensation rates: first, because promotion from inside the institution is hampered; second, because men entering the institution were able to bargain for compensation at the private-sector level for managers.

(2) Availability Data

Availability data consist of information about the external labour market and provide an estimate of the proportion of women and minority group members in the population from which employees are drawn. These data are defined in terms of geographical distribution, occupational groups and qualifications.

This information can then be compared with the stock data collected internally. For some occupational groups, local community availability levels will be the appropriate comparison, but for more specialized or experienced positions, a national availability criterion should be used.

The aim is to ensure that women and minorities are represented in the workforce in numbers proportionate to their representation in the pool of available employees. (This is also the goal set by the Federal Contractors' Program.)

Definition of the labour pool is crucial. Comparison groups should be examined with care and it is important to remember that the external availability data may not accurately represent the actual situation. First, the database on qualified women and minority group members in the labour market is by no means exhaustive, though it is becoming more substantial as governmental reporting requirements become wider-ranging. Second, the number of women currently employed in a given field is an inaccurate indicator of the number of potential employees. Where qualified women have been unemployed or under-employed for many years, they may be working as part-timers or in other fields. Thus, for example, the women awarded doctorates in recent years are not necessarily the majority of qualified, available candidates for faculty positions.

Primary sources of availability data are:

Ministry of Colleges and Universities (for full-time faculty, students, degrees awarded);

Council of Ontario Universities (for recent data on full-time support staff);

CUEW — the Canadian Union of Educational Workers (for data on some part-time and sessional employees);

Statistics Canada (for full-time faculty, undergraduate and graduate degrees awarded and census data for all occupational groupings);

Employment and Immigration Commission (for availability data packages for all occupational groupings — based on census data).

(3) Flow or Transaction Data

These terms are used interchangeably. Such data consist of indicators of change or movement into and within jobs and show how women fare in the employment processes. For example, records kept by hiring or promotion committees on the gender of applicants, interviewees and successful candidates indicate progress into and through the institution's employment system.

For the academic year 1987-88, the Ministry of Colleges and Universities has requested the reporting of data by gender, within each Abella category, on applicants, qualified applicants, those interviewed and those hired. Reporting requirements will, therefore, need to be built into routine procedures so that each committee or hiring authority automatically keeps statistical records and the department is accountable for producing them.

Flow data can be used to determine where women encounter barriers in the hiring process and indicate where employment policies and practices are urgently in need of review. For instance, at one institution where few women were being hired into faculty positions, it was demonstrated that all-male or male-dominated, search committees look less favourably on female candidates.

SURVEY FROM ONE ONTARIO UNIVERSITY OF 24 APPOINTMENTS FOR WHICH ONE QUALIFIED WOMAN WAS CONSIDERED

Dept/Programme	Committee Gender (Women:Men)	No. of Men Interviewed	Woman Appointed
English	1:3	4	0
Computer Studies	1:10	a) 2	0
		b) 1	0
Political Studies	1:4	a) 2	1
		b) 2	0
		c) 1	0
		d) 0	1
Mathematics	all male	a) 3	0
		b) 4	0
History	1:3	1	1
Geography	1:3	a) 1	1
		b) 1	1
Classical Studies	all male	0	1
Admin. & Pol.	all male	2	0
French	1:2	a) 0	1
		b) 0	1
Native Studies	4:5	a) 4	0
		b) 1	0
		c) 1	0
		d) 0	1
		e) 0	1
		f) 0	1
Anthropology	all male	0	1
			12
(minus instances of no male competition)			-8
Total number of women applicants hired by mixed committees where men were also interviewed			4

Success rate for one woman candidate against male competition: 4 out of 16 (26.6%)

(4) Longitudinal Data

Longitudinal data consist of stock or flow data collected over a period of time and can show trends in compensation, hiring and promotional practices, for example, demonstrating a negligible change in the percentage of tenured female faculty within a period when substantial numbers of qualified women were available. Longitudinal data are not usually retained, analyzed or published by universities, although those with computerized personnel systems can now easily do so.

FULL TIME FEMALE UNIVERSITY TEACHERS
AS A PERCENTAGE OF THE NATIONAL TOTAL BY TEACHING FIELD

Field	1960-61	1965-66	1970-71	1975-76	1980-81
Education	28.7	25.9	20.1	23.5	24.0
Fine and Applied Arts	15.2	14.0	14.6	19.3	21.4
Humanities	10.7	16.0	16.9	16.4	18.7
Social Sciences	8.4	8.6	9.3	11.9	14.1
Agriculture and Biological Sciences	19.0	17.0	15.9	15.7	16.3
Engineering and Applied Sciences	0.9	0.7	0.6	0.9	1.3
Health Sciences	23.4	27.2	20.9	22.3	23.4
Mathematics and Physical Sciences	3.9	4.7	4.4	3.6	4.7
TOTAL	11.4	12.7	12.8	14.0	15.5

Source: Symons and Page, *Some Questions of Balance,* 1984, p. 193

b Building a Data Base

(1) General Considerations

Universities already generate and report much of the data required for employment equity; most already meet the reporting requirements of Ministry of Colleges and Universities (for the Incentive Fund), Statistics Canada and the Federal Contractors Programme. Human resource departments, payroll and administrative systems, career development agencies within the institutions — all produce relevant data which should routinely be supplied to the co-ordinator.

In assessing the data reports, questions the co-ordinator needs to consider include:

- does routine data reporting provide all the data she requires? For example, statistics are not often kept on the number of children employees have, yet this is vital for predicting childcare requirements. Special surveys may be needed to fill such a gap. Please see "Sources of Data" below.

- are figures self-explanatory or misleading? For example, the frequently cited figure of 16.6% women full-time faculty in Ontario universities includes tenured, tenurable and temporary positions: in fact, 86% of faculty members in Ontario have tenure and only 12.4% of these are women.

- are the results slanted by the way questions were framed? For example, were departments asked to provide figures on casual staff in workforce profiles?

- are data reported in same (or compatible) form or format? For example, in 1985-86, 56% of the new faculty appointments under the Faculty Renewal Fund were women — but they comprised only about 30% of the total of new faculty appointments made by universities.

(2) Suggested Areas of Data Collection

The specific information needed varies by category of employee and the purpose for which it is needed. The following list includes the most commonly used categories.

AREAS OF DATA COLLECTION

For all staff:

- gender, age, marital status, dependents (number, ages)
- department, position title (current and previous)
- classification/current grade level, starting grade level, status, years of present status
- years of experience at the institution, previous employment, education, qualifications, training, training leave, release time, professional associations
- new positions (applied for/obtained)
- salary, initial salary, benefits
- terminations (voluntary/involuntary), demotions
- projected retirement, layoff

In addition, for faculty:

- year of first degree, year of highest degree
- extra (paid) administrative tasks
- publications, research

For the institution:

- job competitions — applicants, qualified, interviewed, hired
- vacancy, retirement and layoff projections
- staff transfer, training, development and promotions
- staff career inventories/eligibility lists
- availability of qualified candidates from internal and external sources
- compensation, benefit and pension levels.

Data on part-time, sessional, student and casual employees are often harder to find. A survey reported in 1984 by CUEW (Canadian Union of Educational Workers) produced illuminating data on teaching assistants and part-time instructors, still almost the only such information available; it suggests the uses to which surveys may be put. Please see "Sources of Data" below for considerations in conducting surveys.

From: THE STATUS OF WOMEN IN CUEW — A SURVEY (1984)

- women composed approximately 30% of the 5,000 CUEW members who were teaching assistants, researchers and lab demonstrators;

- women composed approximately 38% of CUEW members who were part-time or sessional instructors, that is, twice the percentage of women employed as full-time faculty.

Among teaching assistants, significant differences between the sexes were detected in the following areas:

- men were on average younger than women across all programmes (average male age was 27 compared with the average female age of 30 years; at the Master's level, average male age was 25, female age 29; at the PhD level, 29:34);

- men earned on average a higher total annual income ($10,000) than women ($8,000);

- at the Master's level, men were twice as likely as women to have a scholarship;

- when the total number of paper qualifications was added up, women obtained a higher mean score than men.

Other figures could be collected about students: age, gender, distribution in terms of programme enrolment and awarded degrees, scholarships and loans, achievements such as grade point averages and awards. From such information various deductions can be made: the evident existence of male and female ghettoes, the presence of healthier environments for women in certain departments and the size, composition and quality of the pool of recruits for future female faculty.

c Sources of Data

(1) Internal Data Sources

Universities keep a multitude of data on their employees, most of which is relatively easy to locate. Standard sources include:

- human resources departments;

- payroll administration;

- personnel records;

- union agreements.

Additional help could be provided by data centres or institutional research and planning offices. Those with access, or knowledge about access, to data are crucial contacts for the co-ordinator and should, preferably, be represented on an equity advisory board or committee. In addition, the experiences of other co-ordinators (personally or via their reports) are invaluable.

Some data sources will be computerized, so it is now possible for the co-ordinator to make use of a computerized employment equity database. Where university records are on a mainframe computer for the purpose of large-scale academic analyses, it should be possible for a co-ordinator to tap in directly to the source of required data. It is preferable for the co-ordinator to have direct access to data sources and to be able to request directly any output or analyses she needs for her office's or committee's work.

In many cases, information on previous years can still be obtained only by hand searches through files. (In 1985, one university employed two students for 15 weeks in order to compile a profile of 1,500 non-academic staff.) Even where there are automated systems, there are rarely any historical records of a sort which would establish patterns over time. Routine procedures can and should be introduced so that information on file is sent out to staff at regular intervals for verification and update.

Concern about discrimination has often meant that information is not recorded, sorted or publicly presented by gender. In addition, institutions usually gather only the data they think useful and have often neglected such material. In fact, the gathering of gender-based information for the purposes of affirmative action is protected in the Ontario Human Rights Code (s.13), and there is nothing arcane about the methods that have been developed for doing so in a non-discriminatory fashion; the Human Rights Commission may be consulted on procedures. Many sectors of the university will have to be assisted in ways of setting up and maintaining their records accordingly.

Areas where information is particularly scarce include:

- information on full- and part-time support staff, not required by governments until recently and therefore not, in the past, collected routinely by all institutions;
- information on part-time faculty, still not a reporting requirement;
- data on "casual" employees, a category thought to include large numbers of women (though payroll records yield a certain amount of information).

(2) External Data Sources

It sometimes seems easier to obtain information from the government agency to which it is reported than from the university department responsible for gathering and forwarding it. This poses various problems. For instance, only partial information may have been sent in (according to what was requested); this may then have been stored in aggregate form, when the original data would be clearer.

Nonetheless, external sources of information are important for comparisons with other institutions and provincial averages and for compiling availability data. Among external sources:

EXTERNAL DATA SOURCES

Statistics Canada (Education, Culture and Tourism Division)

Statistics Canada maintains and annually updates a Universities' Full-Time Teaching Staff System, which contains about 30 well-defined data classes, including gender, education, qualification, seniority, rank and salary. *Teachers in Universities*, (Catalogue number 81-241), is published annually. In addition, the *Universities' Full Time Teaching Staff Manual*, which should be available at the institutional research or planning office, details procedures for ordering special tables (at a set fee) from the Post-Secondary Education Section of the Division.

Statistics Canada also publishes an annual report, *Universities: Enrollment and Degrees* (Catalogue number 81-204) based on the University Student Information System (USIS). This provides information on full- and part-time enrollment of women and the numbers of degrees they earned in the various fields and at all levels. Data for a given academic year are published two or more years later. More recent data and special calculations may be obtained, for a fee, from the Post Secondary Section of the Education, Culture and Tourism Division of Statistics Canada.

The Ontario Ministry of Colleges and Universities

MCU produces an annual statistical report, *Status of Women in Ontario Universities*. This contains a series of special tables from the Statistics Canada full-time faculty and student systems, covering several years and including degrees awarded, doctoral enrollments and new faculty appointments. Unfortunately, they do not always distinguish between tenure-stream and other full-time appointments. The 1987 edition also includes some material on non-academic staff.

The Council of Ontario Universities

COU has begun to collect systematic data on full-time, non-academic staff and can advise on sources of data.

Canada Employment and Immigration

The CEIC Employment Equity Office has a consulting service in each province. CEIC produces a booklet, *The Employment Equity Act and Reporting Requirements*, which outlines the data collection requirements for federally regulated industries and crown corporations (those covered by Bill C62). CEIC also offers seminars on employment equity for federal contractors and has information on availability data sources.

The Pay Equity Commission

Established under Ontario's Pay Equity Act, the Commission will provide consultative services.

(3) Special Surveys

Surveys can be used to provide necessary data (as in the CUEW survey of part-timers referred to above), to gather additional data (such as that needed for estimating childcare use — see the section "Employees with Family Responsibilities") and to amplify the available data (for instance, by collecting data on employees' qualifications and training since hired, for use in a skills inventory or compensation review).

In addition, employee attitude surveys, including the whole staff or a specially selected sample, can be used to establish areas of concern and set priorities. They can also identify units which are particularly receptive or resistant to employment equity programmes.

Surveys will also be needed by those institutions covered under the Federal Contractors Program in order to determine how many members of the designated groups (women, disabled people, native people and members of visible minorities) are already in the workforce. The restrictions on these surveys are as follows: employees must voluntarily agree to identify themselves or be identified as members of these groups, and use of the data must be restricted to employment equity purposes. Employees will need a clear explanation of the reasons for gathering this information and the use to which it will be put, as well as guarantees of confidentiality and an assurance that there will be no negative consequences to participation.

A SELF-IDENTIFICATION FORM

As a result of the University's involvement in employment equity and, more specifically, the Federal Contractors' Program, we need to identify members of the categories designated by the federal government for affirmative action. These figures will be used to gauge the extent of measures the University needs to take to ensure fair representation in the workforce of members of these groups.

Information will be collected only on a voluntary basis and its use will be restricted to employment equity purposes. All information will be treated with the utmost confidentiality and will not be used to the disadvantage of any employee.

The federal government's designated categories are: women, people with disabilities, aboriginal people, members of visible minorities. Please check if you would consider yourself to belong to one of the following groups:

> *Disabled people* are considered to be those with any persistent mental, physical, sensory or learning impairment which they believe, or they consider an employer would believe, to disadvantage them in employment.
>
> *Aboriginal people* are considered to be status or non-status Indian, Inuit or Métis peoples.
>
> *Members of visible minorities* (other than aboriginal peoples) are non-Caucasian in race and non-white in colour.

[Women will generally have been identified from employment records.]

This form has been reviewed by [human rights agency/legal advice]

We would welcome your comments or suggestions.

Special arrangements will be made for those who require assistance to complete this form. Braille forms, confidential interviews and translation assistance are available. For these, or if you have any queries, please do not hesitate to contact:

Contact Person:
Location: (this office is wheelchair accessible);
Telephone number: (this telephone is equipped with TDD — Telephone Device for the Deaf).

Surveys should be planned with the co-operation of the relevant employee groups and administered carefully. Resources must be allocated according to the complexity and scale of the survey and expert advice should be used if necessary.

The use of surveys raises expectations that action will follow and it is unwise to gain data at the cost of employee disappointment. Similarly, concerns about confidentiality and possible use of the information must be respected. An information campaign should explain the reason for the survey and the use to which information will be put, also providing guarantees of confidentiality and the assurance that participation will bring no negative consequences.

d Analyses of Data

Analyses vary in sophistication according to the quality of the data, the expertise employed in analysis and the purpose for which the data is required. Three main forms are workforce, availability and transaction (flow) analyses.

(1) Workforce Analysis

A workforce analysis consists of a workforce array or job group profile.

A workforce array lists all jobs by title, in order of salary level within each faculty, department or unit. For equity purposes, the basic array must also include gender. Workforce data can also include variables such as educational level, qualifications, years of experience and age.

A workforce array or profile will show where women work in the institution, at what levels and in which fields.

1986 WORKFORCE ARRAY OF SUPPORT STAFF
BY JOB TITLE, SALARY AND GENDER

Job Title	Salary	Gender
Secretary 1	$19,000	F
Secretary 2	$21,000	F
Clerk 1	$22,500	F
Clerk 2	$24,500	F
Supervisor	$27,000	M
Jr. Admin.	$28,000	F
Sr. Admin.	$35,000	M

This basic information ("tombstone data") can be used for comparing the status of women in the university now and at a previous time, or for ascertaining differences since the start of equity implementation.

FULL-TIME FEMALE FACULTY AND NEW FACULTY APPOINTMENTS IN ONTARIO, 1975-1986

Year	Women as % of Faculty	Women as % of New Faculty Appointments
1975-76	13.6	21.8
1976-77	14.0	20.8
1977-78	14.3	24.4
1978-79	14.3	26.2
1979-80	14.2	25.2
1980-81	14.7	29.5
1981-82	15.1	27.3
1982-83	15.4	29.3
1983-84	15.8	28.9
1984-85	16.2	26.6
1985-86	16.6	31.3

Source: Ministry of Colleges and Universities, 1987

Job group information can be presented in the same way as information about individuals. Information from the workforce array is organized by broader occupational groupings. A job group profile will show the distribution of women in each job grouping and provide a basis for determining where women are concentrated or under-represented in the job groups.

JOB GROUP PROFILE OF FULL-TIME NON-ACADEMIC STAFF

Job Groups	All Employees			Men			Women		
	#	%	$	#	%	$	#	%	$
Upper Level Managers*	7	.3	66,000+	6	.6	66,000+	1	.1	66,000+
Middle Managers	87	4.4	43,000	70	7.4	44,000	17	1.6	39,000
Supervisors	89	4.5	25,700	39	4.1	28,000	50	4.8	24,000
Foremen/Women	32	1.6	32,750	31	3.3	33,000	1	.1	25,000
Professionals	269	13.5	34,500	170	17.9	37,000	99	9.5	30,000
Semi-Professionals/Tech	524	26.3	24,600	315	33.1	27,000	209	20.1	21,000
Clerical Workers	507	25.5	19,000	21	2.2	19,400	486	46.7	19,000
Sales Workers	30	1.5	19,200	9	.9	19,300	21	2.0	19,100
Service Workers	37	1.9	22,300	19	2.0	25,000	18	1.7	19,500
Skilled Workers	126	6.3	27,600	126	13.2	27,600	0	0.0	—
Semi-Skilled	53	2.7	22,600	48	5.0	22,700	5	.5	21,600
Other Manual Workers	231	11.6	21,000	98	10.3	21,600	133	12.8	20,500
TOTAL	1,992	100.1	25,200	952	100.0	29,500	1,040	99.9	21,300

*No upper range specified; computations based on $66,000.

Source: Council of Ontario Universities data, 1985-86

The institution may well have its own classification system in use for defining job groups. If not, various lists of groupings are available. The Federal Contractors Program, the Ministry of Colleges and Universities and the Ontario Women's Directorate recommend the use of twelve broad job groups. These groupings, from the Abella report, have been criticized for being too broad and incompatible with the composition of university workforces. Nonetheless, the Abella groupings are now in common use and the Council of Ontario Universities is collecting 1987-88 support staff data for the Ministry of Colleges and Universities in a slightly modified version of this format.

OCCUPATIONAL CATEGORIES FROM THE ABELLA REPORT*
(Adapted for Universities)

Upper Level Management

Employees holding the most senior positions; those responsible for policy and strategic planning, for directing and controlling the functions of the organization; e.g., presidents, provosts, vice presidents.

Middle and Other Managers

Those receiving instructions from upper level managers and administering policy and operation through subordinate managers, supervisors or department heads; e.g., assistant and associate vice presidents, directors, deans, vice deans, registrars, managers.

Supervisors

Non-management, first line co-ordinators of white collar (clerical and service) employees; e.g., supervisors of clerical staff, of food and beverage preparation.

Foremen/women

Non-management, first line supervisors of employees in blue-collar jobs; e.g, supervisors of employees in machining, construction, repairs.

Professionals

University graduates or formally trained, often members of a professional association; e.g, professors, engineers, lawyers, accountants, librarians.

Semi-Professionals and Technicians

Employees with knowledge equivalent to about two years of post-secondary education, often with specialized on-the-job training; e.g, technicians and technologists, draft persons, writers and editors.

Clerical Workers

Employees performing predominantly non-manual clerical work, regardless of difficulty; e.g., book-keeping and accounting clerks, word-processing operators, clerks and typists, library clerks, telephone operators.

Sales Workers

Those involved in retail activities, such as bookstore assistants.

Service Workers

Employees who provide personal services; e.g., chefs, security guards, childcare workers, housekeepers.

Skilled Crafts and Trade Workers

Manual employees of a high skill level, frequently journeymen/women with extensive training; e.g., carpenters, plumbers, electricians.

Semi-Skilled Manual Workers

Manual workers, usually with a few months of on-the-job training; e.g., truck and bus drivers, motor vehicle repairers.

Other Manual Workers

Blue-collar workers, usually with little training; e.g., labourers, janitors, groundskeepers.

(*Judge Rosalie Silberman Abella, *Equality in Employment, A Royal Commission Report* 1984, Appendix D, pp. 342-43)

Individual jobs may be coded separately, using the Standard Occupational Codes (SOC) which were developed by Statistics Canada for census and survey purposes. They comprise over 500 occupational groupings defined and numerically coded to levels of increasing detail. For example, the Abella grouping "Clerical and Related Occupations" is coded under 41, with stenographic and typing occupations under 411 and stenographers and secretaries under 4111. Canada Employment and Immigration recommends that employers' job titles be translated into SOC at the four digit level. Once this is done, the individual jobs can be grouped in the Abella categories or in other categories more useful for internal purposes.

After the groupings have been established, the number and proportion of women in each group should be calculated to show the representation of women in each area. Then additional information can be added, so that, for example, age and gender of tenured and non-tenured teaching staff can be compared. Analysis of salary by gender may indicate a difference which could be accounted for by systemic discrimination (such as lower starting salaries or delays in promotion for women).

SAMPLE LIST OF TABLES FOR EMPLOYMENT EQUITY ANALYSIS BASED ON WORKFORCE STATISTICS

- gender distribution of all occupational categories:
  - by faculty, department, unit
  - by full-time, part-time, casual status

- cross tabulations for specific occupational groups:
  by gender and: age
  education
  qualifications
  previous employment
  years of service
  projected retirement

- cross tabulations for specific occupational groups
  by gender and: salary
  starting salary
  salary band
  salary & extra administrative duties

- occupational categories by gender over selected years

Regression analysis can be used to establish whether differences in pay could also be accounted for by other factors (such as age, qualifications or length of service). In regression analysis, male and female salaries are compared while contributing variables are held constant. The results will indicate what proportion of the wage gap is due to gender-related factors.

(2) Availability Analysis

Availability analysis, sometimes called comparability analysis, compares the institution's job group analysis with the representation of qualified women in the relevant external workforce. Analysis of availability has several important uses:

- to establish a standard for judging the levels of the university's employment of women;
- to establish realistic goals and timetables for the university's employment equity programme;
- to develop strategies for increasing the pool of women candidates for specific jobs.

A utilization analysis must be carried out in order to establish a basis of comparison. This can be performed for a designated job group or for the whole employee population of the university.

AN AVAILABILITY ANALYSIS: UTILIZATION
— total internal workforce —

$$\frac{\text{\# female internal workforce}}{\text{\# total internal workforce}} \times 100 = \text{internal (female) utilization or participation rate}$$

$$\frac{\text{\# female external workforce}}{\text{\# total external workforce}} \times 100 = \text{population participation rate or external (female) utilization rate}$$

This calculation will show how the university's level of employment of women looks when compared with the comparable external labour market. In effect, it demonstrates the extent to which the university replicates the biases of the wider society. The next steps of the analysis show precisely where the barriers exist. For a heterogeneous institution like the university, the successive operations are most useful when carried out in relation to specific job classes.

The example of full-time tenure-stream women faculty can be used to demonstrate how availability analysis works. The figures in the following example (University X) are approximate, but fairly close to reality.

First, an internal utilization rate is calculated for the job group (as above). The utilization rate for female, full-time, tenure-stream faculty at University X is 13%. This rate can then be compared to relevant external labour market data: other Canadian universities. The utilization rate for all Canadian universities in 1985-86 was 15%. This comparison gives a broad picture of the employment status of women in a particular university, as compared to all universities.

UTILIZATION ANALYSIS
FULL-TIME TENURE-STREAM FEMALE FACULTY
University X, 1985-86

$$\frac{130}{1{,}000} \times 100 = 13\%$$

FULL-TIME TENURE-STREAM FEMALE FACULTY
Canada, 1985-86

$$\frac{4{,}653}{30{,}882} \times 100 = 15\%$$

Figures based on Statistics Canada, 1985-86.

Second, a utilization standard is constructed, in order to establish realistic goals for the employment equity programme. The utilization standard takes into account three major factors which contribute to availability:

- the skills required for the job (based on a valid job classification system);

- the internal pool of appropriately qualified candidates (internal candidates could include people next in line in the organization, people trained for the job, people outside that particular job stream);

- the external pool of appropriately qualified candidates (external candidates could include recent graduates, those presently working for other employers, those working in related fields or currently not employed); this would be local or national according to the job group in question.

For any given job the appropriate factors are assessed and weighted to arrive at a utilization standard: the proportion of women the university can aim for in staffing each job grouping.

At University X, the utilization rate for female faculty is 13%. The following availability factors will then be considered:

(1) — the qualification for the job, in this example, a doctorate or the equivalent

(2) — internal candidates — the proportion of women to men among contractually-limited and part-time faculty (45%)

(3) — external candidates — the proportion of women to men among new PhDs (28%)

(4) — external candidates — the proportion of women to men among full-time faculty at Canadian universities (17%)

(5) — external candidates — the proportion of women to men among persons with doctorates working in government or industry (15%)

The next step is to determine from the workforce analysis the incumbent factor: how the present incumbents in the job were hired:

(6) — the proportion hired from among the university's contractually-limited and part-time faculty (20%)

(7) — the proportion hired directly from graduate school (50%)

(8) — the proportion hired from the full-time faculty of other Canadian universities (20%)

(9) — the proportion hired from jobs in government or industry (10%)

The fraction of the workforce hired in each category is then multiplied by the percentage of women in that category; the resulting figures show what percentage of women should be employed if proportional representation were achieved. The following diagram shows how to calculate a utilization standard for female faculty, using the figures supplied.

A UTILIZATION STANDARD
FOR FULL-TIME TENURE-STREAM FEMALE FACULTY

Availability Factor		Incumbent Factor		Weighted Factor
(2) .45	×	(6) 20	=	9
(3) .28	×	(7) 50	=	14
(4) .17	×	(8) 20	=	3.4
(5) .15	×	(9) 10	=	1.5
		Utilization Standard		27.9

It should be noted that this method can be no better than the ratios and estimates on which it is based. In the example given, the sources of qualified candidates are understated. For instance, no allowance is made for women who are not in the paid labour force but hold doctorates and would like to have teaching jobs; also, many hold doctorates less recent than last year. The figures for the proportion of women among contractually-limited and part-time staff are informed guesses, as is the proportion of those qualified candidates working in government or industry.

The utilization standard is 27.9%. This is the incumbent distribution method of determining the utilization standard, which accepts the pattern of hiring currently in place. Some employment equity practitioners add a pull factor to the utilization standard to compensate for past discrimination and to recognize the under-utilized skills possessed by women (and other target groups). The pull factor is equivalent to the degree of affirmative action in hiring that the employer is willing to accept. For women, the pull factor is commonly set at 5% or 10% of the proportion of women in the working-age population (50%).

This new standard, the augmented utilization standard (AUS), would bring the goal for the representation of women in full-time tenure-stream faculty positions at University X to 33%. The present utilization rate for women faculty in the example is 13%; the medium term goal for staffing can be set at 33%.

Equity practitioners in government or industry also use the augmented utilization standard to determine the number of appointments that should be made: the AUS of 33% would be multiplied by the current number of relevant female staff (130) to produce a hiring figure of 43 additional appointments. In universities, targets are more commonly set by negotiation with the relevant department or division.

Utilization standards are likely to be most useful for making explicit the factors determining the proportion of women among those appointed, and for showing what short-falls exist under current patterns of hiring. In addition, by demonstrating the existence of internal and external pools of candidates, availability analyses can contribute to the development of strategies for increasing or more fully utilizing these pools. For example, deliberate efforts might be made to increase the proportion hired from among part-timers, the group which has the largest percentage of women.

(3) Transaction or Flow Analysis

Transaction or flow analysis traces the progress of women through the institution's employment systems, including hiring, promotion, training and termination procedures.

Transaction data may be collected at the same time as the employment systems review is carried out. Data needs vary depending on the employment practice in question. To examine promotion transactions, for example, data needed for each applicant would include:

- gender of applicant
- date of competition
- job title
- original position
- salary
- department
- new position
- new department
- salary change
- status change

Relevant competition data would include the number and qualifications of applicants and stated reasons for choosing the successful candidate.

Transaction analysis is performed to determine the "adverse impact" of an employment practice which disadvantages women or other groups in terms of statistically measurable results. As a general rule (accepted by CEIC and the Ontario Women's Directorate), the ratio of successful female to male candidates should not be lower than 80%. A lower ratio may well indicate systemic discrimination in employment practices. For example, if 20% of female applicants and 60% of male applicants are being hired within a job class, the ration of women to men hired is 33.3%, a clear indication of adverse impact.

DATA COLLECTION AND ANALYSIS SUMMARY

	Information Requested	Task to be performed	Outcome	Data Sources
WORKFORCE ANALYSIS	Job title Gender Salary level Education Experience Classification level	List each job title, gender and salary of occupant by dep't, division, & unit;	Picture of representation of women in the university	Payroll data Personnel files Centralized computer records Collective bargaining agreement
JOB GROUP ANALYSIS	Workforce profile SOC Abella groups	Group internal job titles into Abella categories	Picture of distribution of women in the university	Statistics Canada CEIC MCU OWD
AVAILABILITY ANALYSIS	Job group profile External job group profile	Compare internal participation of women; utilization standard	Comparison with external market	Statistics Canada CEIC MCU COU CUEW Professional associations OWD
TRANSACTION ANALYSIS	Workforce profile Employment systems review	Compare progress of women's success rate in employment transactions; adverse impact analysis	Indication of possible systemic discrimination in university employment systems	Personnel files Policy guidelines Employment manuals Internal reports

iv Review of Policies and Practices

Data serve to indicate the possible existence of barriers to equal treatment of women. These barriers take the form of institutional policies and practices which adversely affect women's access to employment and their advancement once employed. This is, precisely, what makes up systemic discrimination.

The review of policies and programs involves not just the employment equity co-ordinator but also the human resource staff, senior administrators, managers, supervisors, deans, departmental chairs and all other directors or co-ordinators of programmes. Both official, explicit policies and informal practices need to be scrutinized.

SOME TYPES OF EMPLOYMENT PRACTICES REQUIRING REVIEW

- job classification, job descriptions
- recruitment processes
- training and development
- performance evaluation systems
- promotions and upward mobility
- levels of compensation
- access to benefits
- termination processes
- discipline procedures
- facilities (building design) and access to assistance

The review of all policies and practices affecting employment is a basic and continuing aspect of employment equity programmes. This includes the over-all plans of the university, including the academic ones: all have implications for hiring and deployment of staff and for general allocation of resources.

It is important to remember that adverse effects on women and minorities in employment can derive from:

- discriminatory policies, such as time-limits in tenure proceedings that make no allowance for women's primary responsibility for family dependents, or the insistence on Grade 12 as a qualification to test a basic literacy level, where a standard language test might be more fairly applied;

- discriminatory practices, such as the assumptions made by those hiring staff that women are not capable of performing certain jobs;

- the application of gender-neutral policies in inequitable situations, such as percentage-based increases calculated on inequitable salary bases, or promotion-from-within policies in departments with few or no women on staff.

Official policies, available in written form, are the easiest place to start. The audits required for the Federal Contractors' Program and the Employment Equity Incentive Fund should give initial indications of possible areas of concern among employment policies and practices. Personnel manuals, orientation materials, advertisements for positions to be filled are all sources of qualitative data in this area.

It is essential to work with the relevant unions or organized bargaining units, since policies and practices related to work comprise the basis of their mandate to represent their members. The co-ordinator, in turn, is often in a position to supply for those organizations the data necessary for their own attempts to deal with systemic discrimination.

The unions and organized bargaining units can provide crucial information about how policies actually work (the execution of the policies may be rather different from what is stated or intended). However. this sort of information can often be gathered only informally, from members of the workforce.

The co-ordinator must use any such information as a lead to obtain documentation, rather than risk being perceived to be acting on "hearsay." For example, the numbers of "applications withdrawn" in internal competitions would back up complaints that supervisors are discouraging employees from advancing.

It is necessary, over time, to build policy and practice reviews into the processes by which the university carries on its internal planning. Ideally, all newly adopted policies and practices should be explicitly assessed in terms of possible impact on women (as is done in a number of government agencies).

PRACTICAL QUESTIONS FOR ASSESSING A POLICY, PRACTICE OR SYSTEM

- is it job-related and based on necessary occupational requirements?

- does it conform with human rights and employment standards legislation?

- is it a business necessity or necessary for safe and efficient operation?

- is it consistently and equitably applied?

- are tests, requirements or qualifications directly related to job performance?

- does it adversely affect women in the workforce? does it adversely affect minority groups?

In reviewing policies, it is important to note that sections 10 and 19 of the Ontario Human Rights Code provide for exemption of apparently discriminatory practices on certain grounds, such as:

- bona fide occupational qualifications (sometimes called BFOQ): for instance, though "the disabled" may not be barred from a job, a job requiring full hearing ability for safe and adequate operation of machinery may be denied a person with functionally limited hearing;

- gender preference: in some circumstances, it is legal to insist on hiring one gender or the other: for example, hiring men as locker room attendants for men's athletic facilities;

It is likely that the policies acting as barriers for women will also impede access and progress for members of minority groups (including those specified in the Federal Contractors Program). Approximately half the members of every minority group are women, and the review of policies and practices could well be extended to cover minority concerns. The situation of the different subjects of systemic discrimination need not be seen as competitive.

v Measures for Change

Various measures are available and various steps can be taken to make the workplace accessible to women and members of minority groups. They vary from the undisputed (such as hiring individuals on a basis of competence rather than by gender) to the more controversial (such as preferential hiring of women where two candidates are equally qualified).

All such measures, when enacted as part of employment equity programmes, are permitted under the Ontario Human Rights Code and the Charter of Rights. If challenges to particular measures should arise, a good data base can indicate need. It is possible to obtain approval of equity plans from the Ontario Human Rights Commission, though this is not a prerequisite for action.

The onus of removing barriers to employment rests with the employer but the concept of "reasonable accommodation" limits their responsibility to adapt the workplace to the needs of employees past the point of "undue hardship to the employer." This limit refers to such necessities as honouring existing collective agreements, avoiding adverse effects on other groups of employees and committing only what the employer's finances will bear.

The responsibility for taking on affirmative measures and seeing that they are carried out resides with senior administrators. Without their commitment, junior administrators will lack the authority for effective action. Their positive support is needed to indicate that the institution seriously intends to back up its commitment with appropriate measures.

For an equity programme to be successful, it needs not only commitment at the top level, but also a clear structure in terms of explicitly identified lines of responsibility and accountability. Involvement in goal setting will encourage managers and employee associations to see themselves as accountable for reaching those goals.

Involvement in a plan generally increases acceptance, enthusiasm and co-operation, so educational outreach to the university community is necessary. For all staff to feel part of the changes that are taking place, they need to know the background to employment equity, the proposed changes in their institution and the envisaged result.

At an early stage, the co-ordinator will have to develop a system of priorities, balancing those recommendations that are more significant, but also likely to be costly and slow of achievement, against those that are easier, cheaper and quicker, even if less important. There are merits to generating successful and visible projects and achievements, however small, as early as possible in the equity process. Such successes serve to publicize and legitimize the work of the co-ordinator and her supporters.

One co-ordinator, for example, found that brown bag lunches for support staff were remarkably effective. She had feared that, able to offer little immediate programming, she would disappoint if not disillusion those present; instead, she found mutual enthusiasm and a growing network of both support and suggestions.

Establishing priorities within the university is difficult simply because the sectors most in need of change will most likely be the least co-operative and most deficient in supportive structures. A major task of any employment equity committee or group is to assess strategies so as to rank actions in terms of likely success, as well as need.

a Goals and Targets

Precise, specific goals in hiring, training and promotion provide a concrete method for making progress in areas where women are under-represented. Goals provide an image of the results that can be achieved and a yardstick for measuring the effectiveness of steps that have been taken. They should not be confused with quotas, nor should they be — or be thought to be — imposed without consultation.

With the aid of data analyses and policy reviews, managers will be able to identify areas of priority for their departments. Then goals should be established which are feasible in the light of current workforce composition, availability in the external workforce and the special measures in place. Goals should be flexible, so that they can be reassessed in the light of progress reports, but should operate within clearly-stated time limits. Timeframes should be extended only in response to explicitly argued and specifically justified special circumstances.

Establishing short-, medium- and long-term goals can be useful to evaluate the impact of particular measures. The success of achieving short-term goals, like that of completing smaller projects, is beneficial to the morale of the department or administrator involved as well as helping promote an image of success within the institution and in the community at large.

Large institutions have an almost infinite capacity for absorbing or deflecting new modes of behaviour; the co-ordinator will have to tread a delicate line between care not to affront the system with an insistence on apparently revolutionary change (which it will not allow) or an acceptance of the business-as-usual attitudes that tend to reassert themselves.

b Support Measures

Support measures are those designed to render the workplace accessible to all employees. They are not seen as temporary measures but as necessary and continuing adaptations to the variability of human experience, characteristics and living arrangements. Even the white, male, able-bodied worker, who used to be seen as the workplace norm, benefits from measures ensuring a safe and humane working environment.

Examples of support measures include:

- childcare facilities for workers on campus;
- wheelchair access to buildings; telephones equipped with devices for the hearing-impaired;
- preventive education and complaints procedures for sexual harassment;
- emergency telephones and safe campus transport services.

c Special Measures

Some parts of an employment equity plan are designed specifically to accelerate the full participation of women in the workforce. Because they appear to offer preferential treatment to women, they may provoke hostility and charges of "reverse discrimination."

Special measures are essentially remedial, designed to counteract the effects of well-documented instances where women are discouraged or prevented from acquiring the necessary skills and other qualifications for specific jobs or are barred from employment or promotion by extraneous considerations. Special measures attempt to provide the necessary skills and to remove inappropriate barriers. They do not involve the hiring of incompetent or under-qualified candidates, although they may on occasion result in redefinition of the qualifications for a given job.

Special measures are just that: a temporary way to counteract past discrimination. When equity is achieved, equal treatment will produce equal results.

Examples of special measures include:

- non-traditional training programmes for women in traditional "women's" jobs;
- affirmative search techniques for faculty, non-traditional and senior management positions;
- accelerated administrative training programmes for women in junior staff positions;
- additional mathematics, science or literacy training for women in the form of university entrance courses, bridging programmes or non-technical undergraduate instruction.

vi Monitoring and Evaluation

Monitoring is needed not only to see to what extent goals are being met, policies amended and changes made but also to see how people are responding, including those women newly hired or promoted. In addition, it is essential to determine levels of co-operation and see how the programme is perceived in the university at large.

A monitoring system should be developed by the co-ordinator in conjunction with administrators and employee associations. It should be flexible enough to be adapted as needs and priorities change and sensitive enough to capture results. Employee groups can monitor changes taking place through the bargaining procedures.

Here again the goal of the co-ordinator is not to become the sole monitor, to whom all report, but to make ongoing assessment part of the normal university procedures.

Useful channels include:

- review of progress built into goal setting procedure;
- regular reporting lines;
- regular personnel staffing reports;
- regular analysis of incoming data;
- reports of selection, tenure, promotion committees,
- meetings of equity committee;
- formal or informal meetings with supervisors of staff;
- attendance of co-ordinator at selected job interviews.

A MONITORING AND EVALUATION CHECKLIST

Environment Changes

Has the programme been well publicized?
Are senior managers supporting the programme?
Are the unions supporting the programme?
Are employees supporting the programme?
Are sufficient resources being allocated?
Are new issues emerging?

Employment System Changes

Are targets being set and goals being met?
Are personnel policies consistent with human rights laws?
Are there fewer human rights complaints?
Are new policies and practices being implemented?
Are more women applying for jobs?
Are more women on selection committees?
Are there more successful women candidates?
Are there new issues emerging?

Changes in Employment Status

Are there increases in the representation of women?
Are there increases in the distribution of women?
Are there increases in the distribution of women in non-traditional faculty appointments?
Are there increases in the distribution of women in senior administrative staff appointments?
Is the wage gap being reduced?

The purpose of evaluation is to detect possible impediments to progress and to ascertain areas where more ground could be gained, as well as to congratulate and consolidate in areas of success.

External events, including changes in the surrounding economic environment, and specific measures, such as legislative changes or new policies from the Ministry of Colleges and Universities, may also necessitate adjustments.

vii Reporting and Recommending

In the best of all possible worlds for implementing equity, there would come a stage when data collection was complete. Then the co-ordinator would make her report and strategies would be adopted and carried out. It is more likely that the co-ordinator will have to make a report or reports when data collection is advanced in some areas and lagging in others. A report to her advisory committee, to whatever administrator is her superior, and to the university community, will then have to be produced in a form that can be made public.

The four basic questions to be addressed are:

- what inequities within the system can be documented?
- where are the barriers to equity in the system?
- what steps can be taken to eliminate these barriers?
- what improvements have been made so far?

Along with the implication that the report would cover a completed situation comes the demand that areas be listed in order or priority. Often the co-ordinator will find herself deciding whether to highlight slow progress on a large project rather than the success of a small, apparently unimportant one.

The co-ordinator may well be responsible for the preparation of the report but should not find herself working in isolation; the support of her committee, progress reports from the various academic and non-academic departments and data supplied by the central administration are all essential. Reports should be part of a continuing process, to be repeated, updated and made public at regular intervals. Various excellent reports are now available from Ontario universities; some of these cover the entire employment equity programme, while others focus on a particular aspect of the programme.

CONTENTS OF AN EQUITY REPORT

Overview/Executive Summary

Background: this institution (and others, if possible)

Objectives of the Study

Methodology

Tables and Qualitative Analysis

Major Recommendations

Recommendations for Specific Employee Groups

Outline of Employment Equity Plan

Outlines of Implementation Strategy

Bibliography

Appendices/Additional Tables

Recommendations, reports and information from evaluations and data analyses are the basis of the programme's communications outreach. This information can be broadcast to the university community by means of:

- student newspapers;
- internal staff bulletins;
- newsletters of staff associations, women's groups, other campus groups;
- campus media such as radio broadcasts;
- career development programmes;
- staff and student handbooks;
- orientation and training sessions;
- employment equity or status of women newsletter;
- special brochures, meetings, events.

In addition to developing an understanding of the programme, extensive publicity is essential to let the members of the university community know that further information is available and that feedback and suggestions are welcome. Publicity outside the university should not be overlooked; approval from the external community is an important source of validation.

EMPLOYMENT SYSTEMS

Hiring 81

Career Development 95

Compensation 107

Employees With Family Responsibilities 133

EMPLOYMENT SYSTEMS:

HIRING

i Introduction 85
  a This Section 85
  b Equitable Hiring Procedures 85
  c Role of the Co-ordinator 86

ii Defining the Job 86

iii Recruitment 88

iv Assessing Qualifications 89

v Screening and Shortlisting 90

vi Interviewing 91

vii Making the Offer 92

viii Additional Considerations in Hiring Faculty 93

. . . despite a decade of equal opportunity programmes, 62% of women are to be found in only three occupational categories — clerical, sales and service. These are the same general categories into which they were segregated in 1901.

Abella (1984) p. 245-46

- In Ontario universities, 5% of employees working in skilled trades and 89% of those in clerical positions are women.

- In 1986, women constituted 5.7% of full professors, 14.4% of associate professors and 27.2% of assistant professors, although 44.5% of lecturers and the majority of graduating students were women.

- Although women represent 60% of non-academic staff, 90% of upper level managers are men.

(Figures based on data from COU (1985) and MCU (1987))

From a workforce analysis:

If hiring practices remain at the 1980-85 rate, it will take approximately 50 years to achieve an equal gender distribution of faculty.

i Introduction

a This Section

The procedures discussed in this section relate to the institution and maintenance of non-discriminatory hiring practices and also to affirmative practices designed to bring women into units where they are few in number or absent.

For women moving into non-traditional areas, the opportunities on campus are limited; although their initial hiring may be the greatest hurdle they face, the work conditions into which they move and the way they are treated as colleagues are crucial. These issues are treated in more detail in the section "Women in Non-Traditional Areas."

To advance the women already present in the university workforce into different, more senior or less traditional jobs or job-areas requires different measures. For instance, internal recruitment (of administrative staff to management, or part-time staff to tenure stream) may alleviate problems in finding candidates of excellence; there is a large pool of potential senior employees in every university. For details of these measures, please see the section "Career Development."

For support staff, career development has more to offer as a means of achieving equity, although women moving into senior management may be promoted from within or recruited from outside the university. For women faculty, however, hiring is the single most important employment equity issue. The material in this section, therefore, concentrates primarily on the methods for hiring greater numbers of women into senior management and faculty positions.

Many of the issues that need to be considered in the area of hiring are the same for academic and non-academic staff alike, such as the questions that may and may not be asked during interviews. Where different considerations arise, suggestions of general relevance are followed by those relevant to non-academic and academic staff, in that order.

b Equitable Hiring Procedures

Hiring generally takes place in one of two contexts: when a vacancy caused by retirement, promotion or departure has to be filled or where funds are designated to create a new position. Even in times of financial constraint, hiring decisions have to be made and opportunities for policy change arise. Human resource planning can identify upcoming vacancies and new needs so that the university can hire and train to meet its changing requirements.

The processes and problems involved in hiring academic and support staff often differ considerably. Nonetheless, many of the principles and techniques described in this section can be used to:

- increase the number of women in tenure-stream faculty appointments and in senior management positions;
- encourage job mobility for both academic and non-academic staff;
- recruit men for traditionally "female" as well as women for traditionally "male" jobs.

Techniques and procedures must be chosen and adapted to fit the needs of the particular institution. It may well prove advantageous for an institution to draw up and distribute its own handbook of guidelines for hiring faculty and support staff respectively. This undertaking should be carried out in consultation with the various bargaining units, and the procedural elements involved could then be negotiated into collective agreements.

For non-academic staff, the personnel department is often their first contact with the university; for faculty, it is mostly the departmental chair and the hiring/search committee. Candidates from inside the university will judge from their own observations. In all cases, potential candidates, candidates and also contacts who may provide candidates will respond to the attitudes displayed by whatever parts of the institution they encounter. To attract women candidates of excellence, it is extremely important that the institution demonstrate in its hiring practices that it is taking active steps towards employment equity.

Whether the hiring decision is made by a single individual or by a committee, it remains the responsibility of the ultimate hiring authority — dean, chair, (vice) president, manager or supervisor — to ensure that the decision is consistent with the employment equity policy of the institution.

c Role of the Co-ordinator

Clearly the co-ordinator cannot be involved in every hiring decision that takes place. She can, however, act as a resource person to provide criteria and procedures to be used in these decisions. She should also routinely receive information from all departments documenting hiring procedures and their impact on the number of women hired so that she can initiate action as necessary and monitor progress. She must, of course, develop an effective working relationship with the human resources department.

ii Defining the Job

Job descriptions should cover the three major elements: duties, responsibilities and qualifications (including both skills and experience). A clear job description is not only necessary for performance appraisal and career development, but is also the basis of compensation arrangements (including comparable worth negotiations and pay equity proceedings). It thus affects issues not only of immediate but also of future employment within the institution.

At the outset, it is crucial that the scope and status of the job be carefully delineated. The needs of the hiring unit should be assessed in the overall hiring context to allow a range, where possible, rather than insisting on rigid specialities.

The tendency, when hiring to fill a vacancy, merely to duplicate the previous position is also a tendency to perpetuate the unequal status of women and men in employment. This will not meet the changing needs of employment equity — or of the hiring unit. For instance, the tendency to replace "the girl who did the xeroxing" may well overlook the unit's need for someone to carry out a variety of tasks. Looking for someone to "replace John as head of the department" may result in the feeling that a man or a "masculine" management style is needed for the job.

Similarly, replacing faculty with a view to covering exactly the same subject areas could mean that women's issues (of direct interest to slightly more than half the human race) still are not included. Certainly, as Women's Studies courses and content fill a larger place on the syllabus, more staff will be needed for research, teaching and supervising. A different combination of specializations among faculty could meet this need.

Flexibility in drafting the position can give the unit more leeway, make the position more interesting and result in a less stereotyped view of the incumbent.

Some considerations in drafting a job description:

- clear but flexible definition of the hiring unit's needs could include recruitment for a number of alternate positions or specialities at the same time, whether academic areas or areas of expertise such as data management or compensations analysis;

- the tendency to define a job according to the gender of the previous incumbent or the person one imagines in that position can lead to unprofitable distribution of tasks, taking one position more seriously than another and to the perpetuation of gender stereotypes in the university;

- job components could be regrouped so that, for example, certain positions are not seen as low-grade jobs ("a girl to do the filing" "someone to teach first year English");

- a willingness to redeploy existing staff can make openings for non-traditional candidates;

- the unit stands to gain from different experience; innovative management techniques based on a more consensual style used by women's organizations may counteract an authoritarian environment; less competitive teaching methods can foster student development and involvement;

- variable hours can offer many possibilities in terms of time-use and increased resources; this would benefit, for instance, a computer department or laboratory which uses the machines on a 24 hour basis; this option can attract excellent candidates who require some flexibility in scheduling;

- job sharing can meet the needs of parents with young children and also open up more options for the department, for instance, bringing the input of two academics to a cross-disciplinary course or enabling a sexual harassment centre to be staffed by an administrator and a counsellor jointly;

- over-emphasis on certain aspects of duties or qualifications for the job can bar capable women; for instance, when police or army experience is insisted on for security positions; when positions in engineering or city planning require long years' experience; or when military history is seen as necessary but women's history is not;

- part-time jobs could be made full-time, permanent or, in the case of academic staff, tenure-stream;

- the tendency to draft a "woman's job" can result in the creation of one position (for example, a "women's history" position) when other positions could well include the various aspects of that area; conversely, those who teach Women's Studies generally have other areas of expertise also;

- Women's Studies experience may be needed to increase representation of women's issues in the curriculum, both for teaching and for supervising dissertations.

iii **Recruitment**

The dean, chair or supervisor concerned must explicitly instruct the individuals carrying out the hiring process. The administrators responsible therefore have the task of outlining and monitoring procedures and reports that will support affirmative action. The co-ordinator may need to help set up these procedures. Reporting arrangements must routinely include the recording and presentation of competition data to enable assessment and ensure accountability.

Employment equity must be part of the terms of reference of all recruitment activity, both for single administrators hiring support staff and for academic search committees. Each search committee must, of course, have women members (in cases of acute shortage, this may well be a suitably qualified outsider). However, putting a token woman or feminist on the committee is not enough. Nor is it fair to such individuals to put the burden of enforcement on them either formally or informally. It is also likely to be ineffective. All members of search committees can contribute to a successful search by their sensitivity to the issues and by their understanding of their function.

Searches must be subject to requirements for openness and accountability. Where faculty or staff are organized into unions or bargaining units, minimum requirements (and, usually, written guidelines — possibly in the collective agreements) will already exist. There is, however, no reason to stop with the minimum requirements.

It must be recognized that administrators have a certain leeway in respect to formal procedures. This has been known to produce discrimination but can be used constructively, in particular, with regard to the amount of effort devoted to active search for candidates.

Recruitment procedures must be systematic and accountable, since informal search activities are not likely to bring about change.

Some suggestions for affirmative search:

- consult the records of past recruitment (where available) to review and evaluate past procedures;

- keep records of the proportion of each gender among applicants and interviewees and of the gender of the person hired — this will demonstrate the effectiveness of search techniques; such records are in fact required by the Ministry of Colleges and Universities for the Employment Equity Incentive Fund;

- check for formal policies and informal practices which inhibit employment of women, such as those against hiring one's own graduates, spouses of employees, etc.; where these have a negative impact on employment equity, they will need to be re-evaluated; for instance, proportionately more academic women than men are likely to be married to another academic; since more men are likely to be employed and at higher levels, this can be a source of disadvantage for women;

- use advertizements responsive to women's history of exclusion from certain positions (incorporating phrases such as "equal opportunity employer," "qualified men and women are invited to apply" or "employment equity programmes in effect"); these will alert candidates to the existence of an affirmative action programme (and also serve as protection in relation to possible charges of reverse discrimination);

- ensure gender-neutral or inclusive language; a woman may well be unlikely to apply for the position of "draftsman" or "chairman" and fail to see herself as a potential candidate if the advertisement describes "his" responsibilities;

- mention in advertizements features that could encourage women, such as the availability of flexible hours, daycare, women's centre and so on; mention also features that candidates may need, such as wheelchair access;

- for active outreach to women, use college and university placement centres, training programmes, women's groups, journals and professional organizations (please see Appendix 3 for lists) to recruit and to advertize; use professional networks of department chairs or personnel managers, for instance, who might be willing to send letters or notifications of interest in recruiting women for particular positions;

- consider women in industry, government agencies and so forth as potential candidates; efforts should be made to inform women in relevant areas of available and upcoming positions;

- when using outside agencies or consultants ("headhunters") to recruit for academic and non-academic positions, make sure that they actively practice affirmative search strategies and have access to widely-based women's networks; give explicit instructions to seek out women candidates;

- seriously consider inside as well as outside candidates for all positions; it is important to counteract the tendency to discount the ability of those who are familiar in a subordinate position;

- consider sessional and part-time employees for full-time positions, as well as full-time staff for part-time positions; it might be useful to require that any part-time or sessional employees applying for full-time or tenure-stream jobs be entitled to a serious interview for the position;

- allow candidates to decide for themselves whether they are eligible for a given position; that is, do not assume that certain individuals would not want to change job or location, or would be incapable of assuming larger responsibilities; allow candidates to decide what is relevant about their personal lives and domestic arrangements.

iv Assessing Qualifications

It is important to separate information which is relevant to the candidate's ability to perform the job from that which is not. Irrelevant information is more likely to be used against women than men in assessing job commitment, as when it is assumed that a candidate's domestic arrangements would take priority over her paid work.

Some suggestions:

- avoid the tendency to consider women more seriously for part-time, sessional or lower-ranking positions; in considering women for senior positions, bear in mind that lower-ranking women may have suffered from previous discrimination (for instance, where support staff have been categorized by the job they occupy and thus passed over for promotion; or where women have had less access to research funds);
- guard against the possibility of making unfounded assumptions; if, for example there is a gap in a candidate's working history, this should not automatically eliminate the candidate;
- women's different career paths should not automatically be seen as an obstacle; women are more likely than men to have spent time raising children or to have trained, for example, as a nurse before returning to complete a PhD;
- oral recommendations should be recorded and included in the candidates' dossiers; care must be taken with questions asked and in excluding interpretation from the recording;
- insist that referees confine themselves to the candidate's ability and qualifications; watch for recommendations that discuss the candidate in terms of personality rather than experience and professional potential; irrelevant information received should not be passed on and should not form part of any discussion of candidates;
- where practical, test qualifications without identifying names; this eliminates the possibility that men with senior managerial experience could be seen as go-getters where women might be seen as aggressive or an identical article rated lower when attributed to a woman author;
- research on women and women's issues should be perceived to be as meritorious as research on traditionally studied issues; this is a newer area of study but no less important; in addition, research published in Women's Studies journals should be seen as just as prestigious, even though the journals are often newer and thus may lack an established reputation;
- teaching experience should be given due weight in assessing qualifications, the more so as women tend to have received teaching rather than research assistant positions and to have had less access than men to research funds;
- ensure that any testing conducted is job relevant and free of systemic bias (that is, not based on societal norms for men).

v Screening and Shortlisting

Junior support staff are, typically, first screened (with or without an interview) by the personnel department, who will study qualifications and then submit a shortlist for interviewing to the hiring authority of the unit in question. After interviews, one candidate is hired.

For other support staff and senior administrators, screening precedes the interviews which yield a shortlist. A second round of interviews leads to a recommendation to the vice president (administration) or equivalent authority.

Shortlisting for faculty positions occurs after resumes and references are screened and before the interviews on which the search committee bases its decision. Final authority then rests with the vice president (academic) or equivalent. One safeguard that can be instituted here is to require that all applications from women be seen by the selection committee.

Shortlisting thus occurs at two stages: both before and after interviews. Nonetheless, the same considerations apply.

Assumptions that different kinds of work are appropriate for women and men can result in overlooking highly qualified candidates. The tendency to accept traditional images (male mechanics or professors, female secretaries) and to hire someone who "fits in" easily (that is, someone who is like "us") not only perpetuates the status quo but is a clear indicator of systemic discrimination.

It is necessary to operate within a structure which makes explicit the reason for choosing one candidate over another. Gender disparity will first become readily obvious at the stage of shortlisting. The aim at this point, therefore, is to have adequate representation of women on the list of candidates.

Some considerations:

- be aware of the extent to which experience or, alternatively, potential are the criteria for shortlisting; ensure that women are not judged by experience (which they may not have for non-traditional jobs) and men by their assumed potential;

- ensure that the best qualified female candidates are interviewed so that the shortlist includes adequate representation;

- insist that a written, explanatory report to the senior administrator responsible be a procedural requirement where there are no women on the short-list;

- consider soliciting more names if women are under-represented among applicants or on the shortlist;

- provide additional funding (as some universities already do) for exceptional recruitment measures, such as bringing in extra candidates to be interviewed, going to placement agencies and so forth;

- if no qualified women can be found for a job at a given time, consider postponing the appointment and filling in with a temporary one.

vi Interviewing

The interview process should be consistent for both men and women. This is both an ethical and a legal requirement (covered by the Ontario Human Rights Code). Characteristics should not be attributed to people on account of their gender — there are men who can't lift heavy weights and women who can, men who are incompetent engineers and women who excel in engineering. Women in general are no less serious about their careers than are men in general.

Similarly, social niceties intended to "protect" women should not be allowed to work against them. For instance, if male candidates are habitually taken out to dinner, there is no need to change this practice with regard to female candidates.

Some suggestions about interviews:

- interviewers should identify, in a preliminary discussion, assumptions that could work against either gender, for instance by discussing their ideas of what would constitute a "good colleague" or "able worker";

- the interview process should be planned ahead of time and questions framed with regard to the criteria determined in the job description; questions must be the same for male and female candidates; where standard questions are used for all interviews, the chance of discrimination is decreased;

- avoid personal comments; however much they are designed to put the candidate at ease, they introduce a note of irrelevance and patronage to the interview, which should be focussed on professional attributes;

- do not state or imply that the unit has gone out of its way to consider a female or minority candidate;

- if there are no women in the hiring unit, candidates could be offered the opportunity to talk with women from other comparable units.

The Ontario Human Rights Commission provides an explicit set of interview guidelines, indicating what areas do and do not contravene the legal human rights of candidates. For these guidelines, please see Appendix 2 of this handbook.

vii Making the Offer

Job offers should be at the same salary and rank for men and women with equivalent credentials. Yet women are more likely than men to be hired as instructors rather than as assistant professors, even with identical qualifications. In addition, although it is highly effective to bring in relatively senior women at senior positions, proportionately fewer women than men are hired with tenure or directly into senior administrative positions.

Where there are disproportionately few women in the department, employment equity policy provides the following suggestions. They could be articulated as university policies, approved by the academic governing bodies, negotiated by the union or otherwise formally and publicly entrenched.

Suggestions include:

- in the case of two equally qualified candidates, one male and one female, the position could be offered to the woman; this entails effort to obtain women candidates, as well as a reporting procedure on the final choice;

- priority in appointments could go to hiring units which have chosen qualified women candidates; this involves preliminary approval of a larger number of appointments than will actually be made, as well as competition among units and some degree of supervision of choices made;

- appointments could go in the first instance to suitably qualified women, although male applicants would be sought and considered if no qualified woman were found; this entails a "two-file" system like that used for hiring Canadians;

- certain positions could be designated as ones for which only women would be interviewed and appointed; this is often thought to stigmatize the holders of such positions, so it entails a highly rigorous and public recruitment procedure, such as the ones used for Women's Studies chairs financed by the Secretary of State;

- for certain units, the decision could be made that only women would be hired until some representative level had been reached.

viii Additional Considerations in Hiring Faculty

Employment equity programmes for women come at a time of crisis for universities. On the one hand, demand for university education is at its highest yet, with more female, older and part-time students than before. On the other, the Ontario universities have been suffering severe underfunding since the 1970s, so that resources are already stretched.

Yet women faculty are few in number, relative latecomers to the system, occupying the lowest ranks and the least secure positions, almost entirely absent from some fields while ghettoized in others and, on average, paid less than their male colleagues of the same rank — a situation which must be remedied.

Various circumstances and attitudes can be seen to work against women faculty.

Even now, women are often seen as "combining a career and marriage," marriage being regarded as an impediment to their career. This is not true of married men, who are seen as having an asset in the support of their wives.

There is a shortage of role models (and of traditional stereotypes) among faculty that would allow women to envisage themselves as professors. The rising ratio of women students, unmatched by a rising ratio of faculty, may well lead women to be seen as students but not as potential faculty.

Encouragement to promising students is more likely to go to those who can be envisaged as professors ("like us") rather than as potential mothers (harried, over-committed and putting their children first). Students will respond to this and assess their chances accordingly.

Sponsorship and mentorship is still a critical method of advancement for junior faculty and aspirants. Dependent on individual favour or goodwill, it is more likely to accrue to "one of the boys." There is a shortage of women faculty to sponsor the next generation of women faculty; and male faculty with female protegees can be viewed with suspicion. The fear of scandal (based, for instance, on colleagues having lunch together) can inhibit the peer grouping and information exchange vital to "collegiality," let alone advancement.

A broken career pattern ("messy vita syndrome") can cause a break in the career networking process and leave women with fewer contacts to draw on, while at the same time enabling others to see them as insufficiently committed to their work.

Women's issues can be seen as marginal to the curriculum, or even as frivolous. On the other hand, there may be a feeling that women or members of minority groups can't handle the "tough subjects" to do with the "real world". For instance, black women can be seen as somehow unable to teach dominant mainstream concerns, however much they are bombarded by them every day.

The tendency to hire for prestige and reputation, rather than ability, also works to the disadvantage of women because they arrive at those career points later than men. Women's social status in this society is automatically lower, and men may simply not see them as peers or superiors.

Where more women are on short-term, contractually-limited positions, they often need to move from one institution to another in order to remain in employment ("gypsy scholars"). Apart from the attrition that can result from constantly re-adjusting to new institutions, such scholars and teachers can be seen as erratic and lacking commitment to one institution.

Figures for part-time faculty are hard to come by, though women are obviously represented much more heavily in part-time than in full-time positions. Many part-timers are people with (sometimes more lucrative) second jobs/careers. However, of the "reluctant part-timers," that is, those who would rather be full-time faculty, probably significantly more are women. They, too, need to read and research to keep up with their subject, but are only paid for their actual teaching time — part-time refers to employment status, not to the number of hours worked. Part-timers may be seen as less deserving than external (full-time) candidates when vacancies arise.

Many of the factors working against the hiring of women faculty are, in fact, systemic and can be guarded against by reviewing hiring processes and setting up equitable and accountable procedures.

PROGRAMMES WHICH HAVE BEEN SUCCESSFULLY USED AT VARIOUS ONTARIO UNIVERSITIES TO HIRE MORE WOMEN FACULTY

Bridging

Departments identified anticipated retirements or vacancies for the next five years. Women scholars identified to fill these positions were hired immediately into tenure-track appointments.

Designating Positions

Of the monies available for new positions, a substantial portion was designated for women scholars, the rest for scholars of either gender. A central committee allocated the resources among departments so that overall university concerns were considered.

Incentive Programme

Target numbers (based on the number of existing approved positions and each Faculty's recent hiring history) were assigned to faculties. When targets were reached, the Faculty was allocated an additional position and partial funding of that position for each additional woman hired unto the tenure stream up to an agreed limit. The proportion of women hired into tenure stream appointments increased from 20% in the previous year to 40%.

EMPLOYMENT SYSTEMS:

CAREER DEVELOPMENT

i Introduction 97

ii Career Development for Faculty 98

iii Career Development and the University 99

iv Career Planning Information 100

v Professional Development Training 101

vi Supervision and Appraisal 103
  a Supervision 103
  b Appraisal 104

vii Promotion 105

i Introduction

The primary objective of career development is to provide employees with a systematic way to identify their career preferences, to acquire the relevant skills and knowledge and to work towards their goals within the context of the university's career structure. It involves both individual career planning and organizational career activities and is an integral component of the human resources development process.

These procedures are already in effect, to varying extents, in many institutions. At one university, for instance, the human resources department has an extensive programme in operation, with a workbook for employees to enable them to assess their own needs and fit the courses and training offered by the institution into a coherent, self-chosen career development plan.

The employment equity co-ordinator's function in all this is not to be responsible for all the many programmes required for career development. Rather, she should contact the relevant departments to establish what programmes and procedures are already in place and how they are monitored and evaluated. Where practical, she could work with the departments in establishing programmes and procedures for evaluating and reporting progress.

In the area of career development, as with the hiring process, it is necessary to evaluate current procedures to see how and to what extent women move along career paths or upwards within a particular hierarchy. Career development initiatives will be blocked if the opportunities for advancement are inhibited by the effects of systemic discrimination.

Data can be (and, to some extent, already have been) collected for this purpose. (Please see the section "Data and Programme Development.") Data must be gathered on the overall structure of the university, the occupational groupings within it and the specific jobs that are (or are likely to be) available. Data can be assembled to:

- delineate current staffing procedures;

- show realistically what promotional opportunities are available;

- indicate the skills required for existing positions within the institution, as well as creating an inventory of skills possessed by current staff;

- indicate what changes could profitably be made.

Information on the current distribution of women in the institution's workforce is also important. Over- or under-representation of women in particular areas could indicate the existence of barriers to their progress in the institution. Similarly, concern is often voiced that women employees tend to have more educational qualifications than men at similar levels, and that promotional opportunities are limited by the tendency to hire men from outside the university when vacancies occur at higher levels. Data could substantiate these concerns and form the basis for action to redress the situation.

Career development information is, in practice, of more importance to non-academic than to academic staff. The major difficulty for the many women employed by universities in secretarial and clerical jobs lies not so much in their original hiring, but in furthering their careers in a limited environment. For women faculty, who form a small minority among academics, hiring is by far the more important issue. The following section raises some points specific to faculty, but information about academic staff is to be found throughout this part of the handbook. Although most of the material focusses on non-academic staff, it should be noted that many of the considerations mentioned for non-academic staff could well be applied to faculty development.

ii Career Development for Faculty

Career development for faculty is, in principle, a simple progression between academic ranks. Criteria are supposed to be mainly scholarly, with teaching and university service secondary and remuneration related to level of eminence.

In fact, this system proceeds to a great extent on a basis of mentorship and patronage, governed by existing faculty members, most of whom are men. Moreover, the criteria for excellence — in scholarship, teaching or university service — are rarely made explicit. It is a situation that contradicts all principles of effective and equitable career progression.

Decisions on graduate scholarships and fellowships are based, among other things, on an evaluation of potential, and an unconventional or delayed record may be thought to indicate lack of commitment. Married women may receive fewer financial awards because of the perception that they are supported by husbands. In addition, definition of acceptable fields may work against an applicant; for instance, military history, a field which few women yet choose, may be more valued than social history, one which interests many women.

Few women are available to act as supervisors for theses and dissertations and, indeed, a male supervisor may have more status and influence. But this, like the acceptability of her topic, is something the would-be faculty member will have to guess or learn from informal sources.

Women among junior faculty can find themselves allocated a large amount of introductory teaching or "assistant" and "associate" level administrative duties; but tenure qualifications are largely based on publishing. Few women faculty are available to supply the patronage and contacts on which research opportunities or invitations to present papers at conferences can depend, or to help projects along by co-authoring or supporting them.

Administrative positions which are visible but not too time-consuming, appointment to the board of a journal or to a government agency, the recognition (such as an OCUFA award) that will make her teaching experience visibly significant — all these require formal and (largely) informal support, expert advice and information, assistance. These are the networks that women, by and large, do not yet share in.

Equity requires maximum efforts to make these systems public and fair. Women can be made aware of how networks operate and taught how to use them. They can construct their own networks, where senior women or even senior women graduate students can organize to act as mentors.

Many of the techniques mentioned in the rest of this section could well be used to help women academics realize the possibilities of their career course and gain useful experience. In particular:

- networks of faculty women can start as informal social events (possibly organized by the co-ordinator) and grow into something more meaningful; even the occasional reception for women faculty (or graduate students) supplies contacts that otherwise are likely to be missing within academic units;

- workshops can be organized around the relevant skills that are teachable, such as public speaking and managing meetings, writing resumes, preparing job and grant applications, organizing conferences, presenting papers, completing article and book manuscripts, as well as how and where to submit them, putting together a dossier for tenure or promotion.

iii Career Development and the University

Universities, because of their commitment to education, should be on the cutting edge in terms of career development initiatives for their employees. In addition, they are in the unique position of having a diversity of internal resources — such as career counselling services, as well as human resources departments — available for this purpose.

Career development must become an organizational priority; this requires formal and financial commitment and the provision of support systems, training and development programmes. New and existing managers must be actively involved and trained to facilitate the process.

The success of any human resource development initiative requires clearly defined roles and responsibilities:

RESPONSIBILITY FOR CAREER DEVELOPMENT

Participant	**Responsibility**
Employees	Primary responsibility for own development
Managers and supervisors	Visible support, encouragement and facilitation of employee's development
University	Systems, programmes and resources necessary to support an environment which fosters human resource development.

These roles are inter-connected and each must function effectively and co-operatively with the others.

The complementary aspect of career development for individuals is human resource planning for institutions. Universities can (and many already do) benefit from human resource planning, a projection of the skills and abilities which will be needed (as a result of vacancies created by retirement, for instance, or of new job openings and the changing needs of departments) in the course of the university's upcoming development. Human resources planning allows a greater flexibility in promoting, since personnel, vacancies and training can be matched.

Through skills inventories and career development procedures, the university can assess the expertise of present employees, while upgrading employees' skills to meet future needs. Matching these profiles to the vacancies projected by human resource planning, the university can retain experienced female employees who are already knowledgeable about the university, avoid the disruption caused by loss and replacement and save the cost and time spent on recruitment. Similarly, employees would benefit in terms of security, interest and the ability to plan their careers.

It is extremely important that career development initiatives be undertaken by management as part of a consistent programme. Approached piecemeal, or in a way unconnected with the actual operation of the institution, expectations may be raised for which there is no outlet. Similarly, where an inventory or programme is in place, participants should be contacted regularly for updates and other members of staff informed of the option to join the programme.

It is, of course, necessary that information, events or appointments should be in every way accessible for the groups and individual women they are designed to reach. Considerations include:

- making sure that the buildings and rooms used are wheelchair-accessible;
- providing ESL (English as a Second Language) courses as required;
- ensuring that events occur during regular working hours (with provision for release time) or, if they must happen outside regular hours, that childcare provisions are made.

Career paths for faculty and senior administrative staff are comparable in that both provide a range of paths for advancement, coupled with effective or formal tenure. These amount to the reasonable expectation of a career of some thirty years with a steady increase in status and salary. Permanent support staff, in contrast, are likely to have fewer and less easily identifiable routes of promotion and less likely to hold lifetime jobs.

Nonetheless, many of the comments and suggestions in this section are applicable to all employees. Accordingly the material under each heading is divided into general considerations, then points concerning non-academic staff and academic staff, in that order.

iv Career Planning Information

Employees need information in order to make career-related decisions and to select options in further training, experience or qualifications that will lead to greater job satisfaction and increased productivity. Women are at a disadvantage when they have little informal contact with those in senior positions or when they have limited information about their career options. Although women could profit from having access to male networks, it is also true that there are more formal and open ways of sharing information.

Some suggestions include:

- ensuring that university staff, as well as students, have access to campus career-counselling services; if necessary, establishing a career information centre with a library, staff and adequate budget; alternatively, a career development committee composed of individuals from a variety of areas within the university could provide a source of experience and information;

- holding career-planning workshops, to include self-assessment, setting goals, planning a course of action, résumé writing and interview techniques; resource persons within the university (counselling or career centre staff, human resources staff) could contribute;

- circulating information on career opportunities within the university;

- holding events such as brown bag lunches, talks or workshops to provide information on options and opportunities, the skills needed for various jobs, available retraining courses;

- providing seminars on the concerns of women in traditionally "male" jobs and the skills and approaches women bring to them; women in management and women in non-traditional jobs could not only provide information and act as role models for others but also build networks for support;

- developing a list of individuals in various positions and at various levels who would make themselves available for information interviews so that others could learn about their jobs, responsibilities, skills;

- offering formalized mentorship as an alternative or addition to the career development assistance provided in supervision and appraisal sessions;

- educating all those involved in the career development process — supervisors, managers, counsellors — on the reality of university options open to women, as well as on employment equity issues;

- offering the same opportunities for PhD students and teaching staff to learn about career paths and hear from visiting academics.

v Professional Development Training

Training must be linked to the institution's human resource planning process and based on surveys, union negotiations or discussions between employees and managers so that training programmes accurately reflect training needs. In addition, employees need to be able to utilise training opportunities in the context of their individual career development plans.

Departments should undertake a skills inventory to identify the skills available among their employees, and then project what skills will be needed in the foreseeable future. Employees should then be offered — on company time and on an equitable basis — either on-campus training or the opportunity to train elsewhere, so that they can continue to meet the needs of the university. Increase in staff qualifications should be used to advance staff or, where the qualifications are used on the job, they should be followed by appropriate adjustments to job description and compensation level.

Some possibilities:

- make opportunities for development known, comprehensible and accessible; encouragement to take advantage of professional development opportunities must be formal and explicit to be both fair and effective; this is perhaps best done in the context of performance appraisal (for support staff) and in special career planning workshops;

- make opportunities generally available; for instance, management training should be accessible to all interested employees and not only to existing managers; this is especially important where existing managers are principally male as otherwise women will be excluded from the provisions designed to benefit them;

- extend training past the teaching of particular work skills to include work-related areas particularly relevant to women, such as stress and time management, assertiveness training, leadership skills, conflict resolution and techniques for combining work and family responsibilities;

- match "promotion from within" policies with training opportunities;

- train everyone (faculty and support staff) for the new technology; equipment is often underutilized for lack of trained operators and, in addition, computer literacy will facilitate learning and training;

- watch that (re-)trained employees are not under-utilized; for example, women with excellent computer skills sometimes continue working in a secretarial capacity when they could be employed, to everyone's greater benefit, in a computer facility — at a higher salary;

- provide training in the area of non-traditional work, such as the operating of heavy machinery (for women) or typing and filing (for men);

- if non-university experience is important, work with staff on securing secondments to other organizations; establish exchange programmes with other universities for both faculty and support staff to enable universities to bring in women and to enable participants to gain experience;

- ensure that staff can take advantage of tuition subsidies or reimbursement to take courses; where their taking courses causes difficulty, as in small departments, job rotation or lateral movement may be solutions;

- develop evaluation procedures to assess the impact and usefulness of programmes adopted ;

- ensure training is available to students and faculty, for instance in word processing or public speaking skills.

One way of giving employees the opportunity to learn more skills and to gain experience of other ways of working and other areas is to create mobility within the workforce. Some possible ways of doing this:

- identify upcoming retirements or departures so that training or grooming of a replacement can progress.

- consider providing leaves of absence for career development purposes;

- for support staff: encourage lateral transfers and job rotations; fill temporary positions (to cover for leaves of absence, for instance) internally; this way support staff would become known to supervisors in other areas;

- take advantage of the flexibility and diversity offered by job-sharing arrangements;

- identify bridging positions which allow employees to gain the experience qualifying them for higher or different positions; for instance, a position as administrative assistant or assistant director (preferably with on-the-job or skills training) could serve as training for the position of director; a position as associate dean or associate chair could be the bridge to a higher academic position;

- provide educational leave (or the equivalent) for non-academic staff with long tenure; another possibility is to work at 80% for four years and take the fifth year off with the accumulated pay.

If women are encouraged to participate on committees and other decision-making bodies within the university (the board of governors, unions etc.), they can gain skills, experience and contacts. It is important that such groups run on an egalitarian basis, for instance rotating the chairing function, so that all members can participate actively.

vi Supervision and Appraisal

Supervision and appraisal are not only crucial to the advancement of employees, they are also situations of power where gender bias can have insidious effects. The situation is not aided by the habit of authority which may make male superiors genuinely unaware of the ways in which their status may inhibit female employees.

Employees dependent on the goodwill of a superior may fear reprisal such as unfavourable comments in files, bad references, loss of access to training or promotion. (Student employees, working under the double authority of employer and teacher, may find themselves in a double bind.) Employees may then be reluctant to use formal channels of complaint, including union grievance procedures and legal recourse against sexual harassment.

These elements encourage dependence on the one side and paternalism on the other. A system of regulated supervision and appraisal, however, will lead to employee initiatives and constructive assessment.

a Supervision

Supervisory training, incorporating instruction in employment equity issues, should be mandatory for both academic and non-academic supervisors.

This is particularly important for academic staff who are unlikely to have received any form of management training. Male academics are unlikely to have experienced the work and environment of the female support staff they supervise and will likely be unaware of the power of their role. (Indeed, some academic employers have gained a bad reputation for assuming that support staff should share not only their academic vocation but also their long and erratic hours. Student employees, who can be seen as apprentices, are perhaps particularly susceptible here.)

Senior managers, too, can have arrived in these positions mainly because they are technical experts (in computers or accounting, for instance). Here, too, supervisory training will be a necessity.

In all supervisory training, it is essential that awareness of employment equity concerns, career development theory and the realities of women's experiences in the workforce be built into both the training and subsequent procedures. As women move into non-traditional areas, special training programmes for supervisors may well be necessary.

b Appraisal

Performance appraisal, building on a clear job description, is fundamental to career development. It will be most effective when its purpose, criteria and procedures are well-defined. It is, therefore, important to have a formal appraisal system, rather than relying on informal encouragement or patronage.

A formal performance review, including documentation, should take place at least once a year. Employees should be in a position to request formal appraisals of their work and should have access to whatever records are kept on their performance as employees. Student employees should be able to request appraisal of their work as teaching or research assistants on the same basis. Such employment assessments should be kept separately from their academic records and should be based on clearly-stated employment-related criteria.

More traditional methods of appraisal (such as rating quality of work on a scale, comparison between employees, records of critical incidents, rating descriptive statements) are now commonly supplemented by a comparison of the employee's work with goals that have been mutually established by employee and supervisor.

Supervisors should be required to report on supervision, especially on actions taken to encourage career development. In this way, the supervision process can routinely be appraised (especially in relation to equity objectives); further, data can be gathered for human resources needs (promotions, transfers) as well as for equity purposes.

Appraisal sessions should encourage two-way communication and employees should be invited to add their own comments to the file. Appraisal sessions ensure that both supervisor and employee are clear about the priorities of the job, the progress of the subordinate (and, in pay-for-performance systems, possible salary increases), as well as the help the supervisor can offer.

Some considerations:

- gender stereotypes can interfere with fair appraisal, as when leadership characteristics are thought commendable in male but inappropriate in female employees; the same criteria should be applied to men and women;

- performance appraisal forms help make the procedure systematic and standard; they must use non-sexist language;

- appraisal training teaches supervisors methods of objective evaluation and constructive criticism;

- effective performance appraisal can determine whether staying in the same job is due to a positive reason (preference) or a negative one (lack of self-confidence or opportunity) and should lead to or form part of a career development plan, discussed in this context or separately;

- appraisal data should be linked to central career development programmes to contribute to decisions on selection, promotion and transfers.

vii Promotion

Promotion, like hiring, is often accomplished through informal contacts and networks. Since there are few women in senior positions, gender stereotyping puts women at a disadvantage and tends to perpetuate the existing patterns. It is necessary for departments to keep exact records of promotional procedures and their results so that they can be reviewed and monitored in the interests of equity.

Procedures and criteria that are used in promotion decisions should be assessed for possible negative impact on women; for instance, if employees who put in substantial amounts of overtime are more often promoted, this would discriminate against women (who are more often responsible for child-care or other family commitments).

Women are also disadvantaged in matters of seniority. They are often older than men at parallel points in their careers, because of "indirect" career paths (for example, becoming a high-school teacher before completing a PhD), because of domestic considerations, or as a result of systemic discrimination.

This has a particular application for academic staff in the area of criteria for tenure. Where the tenuring process is limited to a specific number of years, allowances must be built into the procedure. For example, the probationary period could be extended one year for each pregnancy. Parental care policies need to be developed for men and women alike.

The scarcity of women in senior administrative and in faculty positions is often explained in terms of limited supply. Since women represent 60% of total non-academic and (within that category) 89% of clerical staff and since there is a higher proportion of women gaining doctorates than women in faculty positions in almost every discipline, this seems unlikely.

Suggestions include:

- actively encourage women to apply for promotion and to see themselves in senior roles; similarly, include in promotion procedures the routine forwarding and consideration of all qualified individuals; also, publish opportunities for interested individuals to apply;

- involve women in the promotion or tenure process; make sure women are part of all promotion or tenure committees, "borrowing" them from related disciplines, if need be;

- ensure that all female staff are aware of the processes — formal or informal — that lead to promotion;

- keep records of the number, names and gender of employees to whom positions were offered and of the position and salary; also record figures on acceptance of offers; if certain positions or departments are consistently declined, investigation should follow.

For faculty, an equitable promotion procedure must clearly be based on other measures that encourage women to participate on an equal basis with men. For instance, traditionally "male" faculties, such as sciences and engineering, should consider their responsibility to work with high schools in encouraging students into these disciplines — and to work on ensuring that their departments are congenial places for women.

Similarly, women's admission into PhD programmes should be at least proportional to their level of application. In some disciplines there is a strong case for affirmative action here.

As elsewhere, approaches must be formal and systematic; informal encouragement to apply for a particular specialization, PhD programme or job opportunity is not adequate.

Points to watch for in faculty promotion include:

- women may be more often assigned to undergraduate teaching, which is less likely to generate research; teaching experience may not be given due weight, compared with publication, in promotion decisions;

- women faculty may perhaps be asked (and expected) to work on maintaining the university by serving on committees rather than focussing on the development of their careers by attending conferences, publishing, networking and so forth;

Remedies include:

- encouraging part-time and sessional faculty to research and publish; arranging their working conditions to make this possible; making grants available to part-time staff on the same basis as to full-timers;

- ensuring a balance between men and women in teaching and research assistant positions;

- encouraging PhD students to present and publish academic papers.

EMPLOYMENT SYSTEMS:

COMPENSATION

i Introduction 111
  a The University 111
  b Pay Equity 111

ii Resistance Versus Experience 112

iii Pay Equity Legislation in Ontario 112

iv Job Evaluation and Comparable Worth 114
  a Job Evaluation Systems 115
  b Implementation of Job Evaluation Systems 118
  c Job Content Analysis 119
  d Assessing and Checking 120
  e Setting Salaries 121

v Benefits 122
  a Introduction 122
  b Provision of Benefits 123
  c Pensions 124
  d Conclusion 125

vi About Universities in Particular 125

vii Assessing the Situation 127

viii Other Possible Sources of Wage inequity 128

ix Some Possible Remedies 130

Despite more than a year of debate over the province's proposed pay equity law, the vast majority of Ontario residents still appear confused about the issue.

A recent Gallup poll found that 87% of Ontarians do not understand the purpose of the legislation. More than 38% in Ontario thought pay equity meant equal pay for equal work. Only 12.8% were able to define the term.

Nationally, 89% of respondents gave the wrong answer when asked what pay equity laws mean.

(Canadian Press, June 3rd 1987)

In 1967, when Statistics Canada first began to collect figures, the average woman working full-time earned 58.4% of the average male full time salary. By 1984, this had risen to 65.5%. In 1985, the proportion fell to 64.9% — the first decline in 20 years — but rose again to 66% in 1986.

University-educated women earned 68.7% of the pay of university-educated men in 1985 and 69.7% in 1986. Women with grade 8 education or less earned 58.4% of a comparable male worker's salary in 1985 and 56.9% in 1986.

(Figures released by Statistics Canada, April and December 1987)

The existence of a gap between the earnings of women and men is one of the few facts not in dispute in the 'equality' debate. There are certainly open questions about it, the two main ones being the width of the gap and the right way to go about closing it.

(Abella 1984, p. 232)

---

i Introduction

a The University

Compensation, including salary, pensions and other benefits, is the area in which women's disadvantages are most concretely indicated, as well as most deeply resented. The universities tend to replicate the larger society's patterns of separate, gender-linked labour markets, segregated work forces and pay differentials. But the university is an institution heavily subsidized by public funds and formally committed to equality. The new pay equity legislation represents, for all of these reasons, an obligation that is central to the university's commitment to equity.

This area is one in which all the general considerations about the implementation of equity apply with special force: the university's formal commitment to pay equity must be backed up with directions to all the relevant university departments and administrators, establishing responsibility and accountability.

No single person can be held responsible for overseeing the implementation of pay equity in the university. The complexity of data needed, the multiplicity of employee classes and the decentralization of authority, as well as the need for extensive education on issues of pay equity, all mean that pay equity measures must be integrated into the workings of every department.

The employment equity co-ordinator must be consulted and informed in all the relevant areas so as to ensure that equity and grievance procedures are non-discriminatory and accountable. She should participate in decision-making processes, in the selection of a data expert or pay equity consultant, for example, or the choice of a job evaluation system.

It is also necessary for the co-ordinator to be provided with statistical data and to have the cooperation of administrative staff, so that she can constantly monitor promised change and initiate action where necessary.

b Pay Equity

The term "pay equity" has come into use in Canada to include, not just "equal pay for equal work," but also "equal pay for work of equal value" (or "comparable worth"). It complements the term "employment equity," which includes the whole range of concerns (from pay equity through affirmative action and childcare) involved in enabling women to participate in the workforce on an equal basis with men.

Federal and provincial equal pay laws make it unlawful to pay women less than men for the same or similar work in the same establishment. In Ontario, this was first enacted with the Female Employees Fair Remuneration Act (1951) and was confirmed in the Employment Standards Act (1968), which in 1974 was amended to change "same work" to "substantially the same". This legislation is useful only to those relatively few women who do the same work as men in the same establishments.

For most women it provides no advantage. All secretaries in the institution may well be paid consistently, but almost all secretaries are women. Such "women's jobs" tend to be paid less than "men's jobs" and, since no direct comparison can be made with men in these jobs, women with such jobs are not covered under the equal pay provisions. Here the principle of "equal pay for work of equal value" must be applied, as has been required for federally regulated jobs since 1977. Job evaluation systems are used to determine the worth of a job to the institution, then a consistent scale of remuneration is established.

ii Resistance Versus Experience

Resistance to pay equity appears in various guises, such as the insistence that job evaluation is prohibitively difficult, rather than in need of careful attention. No institution on the scale of the university exists without some degree of job evaluation, even if the criteria are hidden.

The "market" is often cited either as the reason why pay equity is impossible or as the remedy for inequity. If the market were a benevolent institution, wage gaps related to discrimination would no longer exist. Market wages are the outcome of an accumulation of salary policies made by employers and not the result of any impartial determinant. The "market" has already been structured by deliberate social decisions, such as those embodied in the fiscal system and in the actions of the government to counter inflation or depression.

Another argument advanced is that enforced pay equity will actually hurt women, since employers will no longer hire women if they cost as much as men. However, it does not seem to be the case that the employment of women is reduced when they are no longer the cheapest labour available. In Australia, for example, where pay equity has been in effect in the private and public sectors since 1975, figures from the Australian Bureau of Statistics show that women's pay is increasing and their labour force participation is not adversely affected. Whereas women earned, on average, 66% of men's wages in 1969, the proportion had risen to 85% by 1986.

Further, it is often argued that pay equity will prove too expensive altogether. This claim rests on the assumption that a sum of money must be produced from nowhere to meet the demands of women. Even if this were true, it implies that "women somehow have a duty to be paid less until other financial priorities are accommodated." (Abella, 1984, p. 234) In fact, there is good reason to believe that women's increased productivity and larger consumer potential, along with decreased welfare and other social costs, will generate over time more than the required funds for their increased wages.

In absolute terms, the costs of wage adjustment for pay equity do not seem to be very high. Minnesota achieved pay equity for 3.7% of payroll over four years; Manitoba estimates 4% of payroll over four years; for public sector organizations in Ontario, the Pay Equity Act envisages 1% per year of the previous year's payroll within or under a seven year period. When benefits accruing to the market are also taken into account, it is by no means clear that pay equity will be expensive.

iii Pay Equity Legislation in Ontario

Bill 105, which had applied only to the public services, was effectively superceded by Bill 154, in its final form entitled "An Act To Provide for Pay Equity." This Act was first tabled in the Ontario legislature in November 1986 and was proclaimed on January 1, 1988. It will require immediate action from all universities: inequities must be identified and a plan which includes job evaluation and comparisons developed within two years; wage adjustments must begin on January 1, 1990.

Under the Act, pay equity will apply to "female job classes" when there are comparable "male job classes" in the same establishment. The definition of classes can be negotiated with a bargaining agent and can take gender stereotypes of particular work into consideration as well as examining how many men and women have traditionally worked in that field.

Once divided into classes, jobs will be compared explicitly in terms of skill, effort, responsibility, and working conditions and pay equalized as seems necessary. This should benefit women workers who have been disadvantaged because they are not doing work also done by men.

Unions and other certified bargaining units are explicitly involved in the determination of pay equity plans and the consequent compensation settlements. A new Pay Equity Commission, supplying educational and consultative services, will administer and monitor the implementation of the scheme.

SOME HIGHLIGHTS OF THE PAY EQUITY ACT

- coverage includes all employees in public service and the broader public sector (municipalities, hospitals, school boards, universities) as well as private sector firms with over 10 employees;

- the Act does not allow employers to reduce the wages of any employee in order to achieve pay equity;

- "female job classes" may be compared with equivalent "male job classes": a "female job class" is defined as one containing 60% or more female workers; a "male job class" is defined as one containing 70% or more male workers;

- the employer and the bargaining agent should jointly reach agreement on developing an equity plan, including definition of what constitutes a "male" or "female" job class; a Commission Review Officer or the Hearing Tribunal may also make this decision and help the parties reach agreement;

- all pay equity plans must be posted in the workplace; employees' objections to the plan must be filed with the Commission within 30 days of the plan's being posted;

- job comparisons will be based on four criteria: skill, effort, responsibility and working conditions;

- in public sector organizations, adjustments must be fully implemented within seven years of the effective date of the Act;

- wage comparisons can be made only within a single employer's establishment and a specific geographic region

- within three years, 60% of women working in Ontario will be covered; the phase-in will be complete after six years.

The actual implementation of the Act raises a number of questions for universities, such as the following:

- will faculty be treated as a single job class, in which case female faculty members will not be aided by this legislation? or might these jobs be defined by faculty or department so that, for instance, the pay of professors in Nursing (a female-dominated job class) could be compared with those of professors in Engineering (a male-dominated job class)?

- will graduate research and teaching assistants be covered by the Act? Some universities handle these jobs on a fee-for-services basis while others treat them as a sort of apprenticeship or assisted-scholarship arrangement.

- could "part-time" work be defined in such a way as to cover casual workers on payroll — a class which also includes students working on vacation jobs?

- will the government supply funds for the analyses necessary for pay equity? (Many of the new resources for universities are tied to specific undertakings and the low level of general financial support continues.)

These and many more questions will be raised and answered as the guidelines pertaining to the Act are developed. The Pay Equity Commission will also be able to offer expert advice about compliance with the legislation. In the meantime, many initiatives can be undertaken in accordance with the general intent of the law, and universities need not confine themselves to minimum compliance with the Act.

iv Job Evaluation and Comparable Worth

Although formal methods of job evaluation, such as the Hay system, arouse suspicion in many quarters, no institution on the scale of the university exists without some degree of job evaluation. In many cases, joint union-management committees establish the bases and application of classification, mostly at the time of first contracts or upgrading.

Evaluation systems based on job content can be used to determine the relative value of all work done within a university. There is an enormous range of jobs within any university and certainly there are problems in comparison. The "apples and oranges" argument is prone to emerge at this point. Apples and oranges can, in fact, be compared on a number of criteria:

How Can You Compare Apples & Oranges?

150 grams	WEIGHT	150 grams
87	CALORIES	73
21.7 grams	CARBOHYDRATES	18.3 grams
0.3 grams	PROTEIN	1.5 grams
1.5 grams	FIBER	0.8 grams
140 IU	VITAMIN A	300 IU

a Job Evaluation Systems

Job evaluation has not been extensively analyzed. It is often practiced by consultants whose methodologies have been kept confidential to protect "trade secrets." But there is nothing mysterious in the principles of job evaluation and any institution can decide on a set of explicit criteria for evaluating jobs.

Sets of rateable criteria could take the form of:

- problem-solving, decision-making and accountability;
- education/experience, complexity, direction received and given;
- skill, mental/physical effort, responsibility, working conditions.

The last of these, perhaps the most widely used, is prescribed by Ontario's Pay Equity Act.

There are four conventional methods of job evaluation in common use: ranking, classification, the point factor system and factor comparison.

TYPES OF SYSTEMS

Ranking

Whole jobs are compared on the basis of overall worth and placed on a scale according to their assessed importance. This method is generally adopted only by small organizations, well below the universities in scale and complexity.

Problems: Jobs usually performed by women are often perceived to have low social status and therefore given little importance.

Classification

Wage ranges are assigned to groups of jobs, and jobs are compared within job families. Each job is then compared with an established benchmark — a stable position assessed partly on its relative importance within the organization and partly on the going rate in the market place.

Problems: Predominantly female job families, such as clerical and secretarial classifications, are often allotted low wages. This may remain unaltered, especially if it is true in the market at large. Generally, no mechanism exists for comparison with other, possibly better paid, job families.

Point Systems

Job factors or characteristics are defined by type and degree of difficulty and are then allocated a number of points. Points totals reflect the relative importance of the job and are converted to dollar amounts, based on a range assigned to the types of jobs.

Problems: Subjective assessments can downgrade both the skills identified and the importance attached to them. Wage scales may reflect an inequitable labour market.

Factor Comparison

Key jobs or benchmarks are assessed by factors (as in the point system) and the value of those factors and are then ranked accordingly, with dollar values assigned to each rank. Individual jobs are then related to these key jobs in terms of the factors, so as to yield values for each job. Jobs are then ranked again in order of importance and worth.

Problems: Subjectivity in choice of benchmark jobs, definition and value of factors.

Taken from: *An Approach to Bias-free Job Evaluation*, Ontario Women's Directorate (undated pamphlet)

Although the Pay Equity Act requires that methods of job comparison use the four criteria named above, it does not prescribe any particular method of evaluation. Any system chosen must be gender-neutral in design and application and must be acceptable to the parties involved. Point rating is currently the most widely used job-evaluation system.

AN EXAMPLE OF POINT RATING: THE HAY SYSTEM

Factor 1:

Know-How — the sum total of knowledge and skills needed for acceptable performance.

Subfactors: substantive, managerial and human relations know-how.

Factor 2:

Problem-Solving — the amount of original, self-starting thinking required for analyzing, evaluating, creating, reasoning, arriving at conclusions.

Subfactors: degree of structure, challenge and/or difficulty of problems.

Factor 3:

Accountability — answerability for actions and consequences.

Subfactors: degree of discretion, magnitude measured by dollars affected, directness of impact.

Factor 4:

Working Conditions — conditions under which the job is performed.

Subfactors: physical effort, sensory attention, physical environment, mental stress.

Source: Hay Management Consultants

SAMPLE HAY RATINGS

Factors	Administrative Secretary	Groundskeeper (Senior)
Know-How	115	100
Problem-Solving	25	19
Accountability	33	25
Working Conditions	18	20
Comparable Work Value	191	164

Source: Hay Management Consultants

When points have been established for each job class, salary rates can then be compared with those of other job classes with the same rating. Salary discrepancies will then be clearly revealed — and can be adjusted.

HAY RANKING OF STATE JOBS, MINNESOTA, 1981
(SHOWING SALARIES PAID PRIOR TO ADJUSTMENT)

Class Type	Class Title	Hay Points	**Maximum Monthly Salary** "Male Jobs"	"Female Jobs"
M	Delivery Van Driver	117	$ 1,382	
F	Clerk Typist 2	117		$ 1,115
M	Grain Sampler 1	120	$ 1,552	
F	Microfilmer	120		$ 1,115
M	Automotive Parts Technician	129	$ 1,505	
F	Dining Hall Co-ordinator	129		$ 1,202
M	Grain Inspector 2	173	$ 1,693	
F	Admin. Secretary	173		$ 1,343
M	Radio Communication Supervisor	199	$ 1,834	
F	Typing Pool Supervisor	199		$ 1,373

Job evaluation systems tend to replicate the biases of the employment situations for which they were designed. Formal evaluation procedures have usually been designed by management consultant firms for business employers and are likely to mirror the labour market's double standards for men and women. Indeed, the Hay system was modified by Minnesota in the last year of its pay equity programme, following complaints of sexist bias, for instance in undervaluing jobs requiring repetitive small muscle movements.

> "Researchers studying the *Dictionary of Occupational Titles* for 1974 found striking examples of this imbalance, such as child-care workers rated lower than parking-lot attendants, foster mothers rated below horse pushers, nursery school teachers far below marine mammal handlers, practical nurses below the offal man and nurse-midwives below hotel clerks."
>
> Feldberg (1984), citing Witt and Naherny (1975), and Howe (1977)

Various jurisdictions and organizations in the process of implementing pay equity report that women tend to be paid less than men with the same rating, even within systems that are not biased against "women's" jobs.

It is worth noting, too, that comparable worth schemes can perpetuate or exacerbate racial divisions where these already exist or where inequitable employment practices are in operation. For instance, if, predominantly, white women are employed as registered nurses, while black women are employed as nurses' aides, comparable worth procedures will not alleviate the inequity — even though on occasion they have brought nurses' aides' salaries up to match those of orderlies. Other forms of employment equity techniques, such as affirmative hiring, must be called into play to deal with such problems.

b Implementation of Job Evaluation Systems

Where job evaluation committees do exist (often as a result of contract negotiations), or where job evaluation teams are currently operating, they must include a reasonable number of women and of union representatives, as well as those of differing age groups, occupations and ethnic backgrounds. Diversity will decrease the likelihood of systemic bias. Committee members must be trained in job evaluation and in employment equity and, in addition, standardized procedures should be established, especially if more than one committee is active in the institution.

Whether evaluation systems already exist or are presently being installed, they cannot be taken for granted, but must be assessed in respect to accuracy and to possible gender bias. Whether job evaluation schemes are applied by some body inside the university, by the personnel department, by joint employee-management committees, or by consultants hired for this purpose, care must be taken to choose a bias-free system or to remove bias from the evaluation system used. (The Manitoba Pay Equity Bureau expects soon to produce a booklet on recognizing — and overcoming — sex discrimination in job evaluation systems.)

c Job Content Analysis

Job content analysis results in the job description, which is the basis of job evaluation, as of compensation in general. Analysis is based on the job description used at hiring, on "desk audits" (an observer records what an incumbent does) and on interviews or questionnaires administered to incumbents or supervisors.

Care must be taken in deciding what questions are asked and how they are framed, since this process dictates to a large extent what answers will be given. Provision must also be made at this stage for employees with limited verbal or conceptual skills, those with communications disabilities or for whom English or French is not their preferred language.

Assessment must be grounded in objective or inter-subjective data and not in personal impressions. The problem of cultural expectations is particularly acute in jobs which are largely sex- or race-segregated; not only observers but even the workers involved may reflect bias in their assessments. Women tend to underdescribe, and men to overdescribe, their jobs.

Points to watch for include:

- job descriptions and evaluations may be influenced by feelings about a job's prestige, the prestige of the incumbent or the assumed salary (sometimes known as the halo effect);
- since gender bias produces the assumption that men do more important work than women, and since women are indeed paid less on average, "men's work" tends to be overestimated.

Unclear, inconsistent or sexist analysis and description can result in a perception of one job as less skillful or less important than another. Descriptions can be downgraded by:

- the use of weaker verbs to describe women's activities, such as supervising (for managing) or word processing (for keyboard skills — a term in wide use since men have entered computer-related occupations);
- less prestigious or professional job titles such as Assistant to the Manager (for Assistant Manager), Operator (for Technician), Cook (for Chef) or Research Assistant (for Co-Author).

The qualifications and experience specified in job descriptions must be those necessary for that position and not those the present incumbent happens to possess. Similarly, "extra" job components should be carefully scrutinized:

- a higher evaluation may be based on some infrequently performed task, as when a caretaker is rated higher than a cleaner because of the occasional use of a floor polisher, though both regularly use a heavy mop;
- additional lower-grade duties assigned to a position can lower the value of the position, as in one case where clerical duties were assigned to technical writers (usually women) — though not to science writers (usually men).

Certain organizational and human relations skills, such as the communications skills needed by secretaries, may be overlooked or discounted for a variety of reasons — because they are not readily visible or because they are not perceived as job factors but rather as qualities somehow intrinsic to being a woman:

- secretarial job descriptions may overestimate typing (which is noisier and easy to observe) and underestimate the quieter activity of composing literate and tactful letters;

- organizing skills, such as scheduling meetings and getting the boss there on time, may be invisible as part of women's "nurturing" role; dealing with constant interruptions may be deemed something women (especially mothers) do well and not weighted equally with, for example, working in noisy conditions;

- in the Hay Guide-Chart System, one set of charts is so constructed that the number of points in the managerial know-how scale is five times greater, and technical know-how seven times greater than the number of points in the know-how scale for human relations (skills which are disproportionately found in positions staffed by women and members of minority groups); on the other hand, fiscal responsibility and the use of heavy machinery are disproportionately associated with white male jobs and jobs with these factors tend to be evaluated highly;

- supervisors may well find their own contribution to a joint project more to the forefront of their mind and tend to see subordinates only as support;

- full body movements and freedom to move may be weighted more than fine motor coordination, rapid finger dexterity skills and long periods of limited physical activity; "effort" may be interpreted in a number of ways, and should take account of physical stress over time;

- only environments with industrial noise and grime may rank highly, whereas office environments are assumed to be quiet, pleasant and stress-free; in one rating system, the working conditions of an administrative secretary were rated 0 — presumably ideal — whereas those of a groundskeeper were rated 16.

d Assessing and Checking

Existing evaluation schemes may incorporate "historic differences" between types of jobs; for instance, the assumption that librarians' jobs are to be assessed at a given fraction of faculty members' may simply have continued unquestioned. All criteria for judgment must be examined and clearly explained:

- where particular factors are subdivided (for instance, skills/know-how into "managerial," "substantive" and "human relations") subfactors must carry explicit weightings;

- guidelines on the weighting of points should contain examples clearly relevant to both men and women.

One way to evaluate the system is to examine the distribution of occupations on the scales used to measure the factors. Factors characteristic of "male" or "female" occupations should be equally widely dispersed along the scale; something is wrong if "female" occupations tend to bunch at one end.

e Setting Salaries

When job evaluation is being used on a comparative basis (rather than to set up a new system), salaries for female job classes are set by reference to male job classes within the institution. Pay equity requires that the top rate of compensation in a female-dominated job class be raised until it equals the top rate of the comparable male job class. Where there is no comparable male job class, the highest rate of the female job class should be raised to the highest rate for any male job class which has less value but higher pay than the female job class.

The process of comparing job classes, as laid down by the Act, is a complex one. Nevertheless, the basic steps are as follows for each female job class:

1) identify a comparable job class within the same union or bargaining unit;

2) if there is no comparable male job class within the bargaining unit, identify a comparable male job class elsewhere in the establishment;

3) if there is no comparable male job class in the establishment, identify within the bargaining unit a male job class with a lower value but higher pay;

4) if there is no male job class with lower value and higher pay within the bargaining unit, identify elsewhere in the establishment a male job class with a lower value but higher pay.

THE ONTARIO PAY EQUITY ACT

Definition: "job rate" means the highest rate of compensation for a job class;

. . . .

Part I, Section 6

(1) For the purposes of this Act, pay equity is achieved when the job rate for the female job class that is the subject of the comparison is at least equal to the job rate for a male job class in the same establishment where the work performed in the two job classes is of equal or comparable value.

(2) Where there is no male job class with which to make a comparison for the purposes of subsection (1), pay equity is achieved when the job rate for the female job class that is the subject of the comparison is at least equal to the job rate of a male job class in the same establishment that at the time of comparison had a higher job rate but performs work of lower value than the female job class.

(3) If more than one comparison is possible between a female job class in an establishment and male job classes in the same establishment, pay equity is achieved when the job rate for the female job class is at least as great as the job rate for the male job class,

(a) with the lowest job rate, if the work performed in both job classes is of equal or comparable value; or

(b) with the highest job rate, if the work performed in the male job class is of less value.

(4) Comparisons required by this Act,

(a) for job classes inside a bargaining unit, shall be made between job classes in the bargaining unit; and

(b) for job classes outside any bargaining unit, shall be made between job classes that are outside any bargaining unit.

(5) If, after applying subsection (4), no male job class is found in which the work performed is of equal or comparable value to that of the female job class that is the subject of the comparison, the female job class shall be compared to male job classes throughout the establishment.

In certain cases, it would seem equitable to exceed the minimum stipulations of the Act. For instance, current interpretations of the Act suggest that where the rating of a female job class falls between the ratings of the nearest two comparable job classes, no adjustment need be made. However, salary could well be matched to that of the nearest class above, or the proportionate difference could be calculated.

v Benefits

"The typical recipient of generous fringe benefits works for a large organization in an industry where most employees are unionized. This general description fits approximately 55% of Canada's male workers and 25% of its female workers."

(Dulude, 1985, p. 71)

a Introduction

Under both Ontario and federal law, equal pay requirements are actually equal remuneration requirements. The term "remuneration" is used to include both salary and what are commonly called "benefits" or "fringe benefits." Benefits account for about one-third of all wage costs for employers, a figure that has risen steadily in recent decades.

The broadest definition available is the description of "wages," in the Canadian Human Rights Act:

. . . any form of remuneration payable for work performed by an individual . . . [It]includes salaries, commissions, vacation pay, dismissal wages, bonuses, reasonable value for board, rent, housing, lodging, payments in kind, employer contributions to pensions funds or plans, long-term disability plans and all forms of health insurance plans and any other advantage received directly or indirectly from the individual's employer.

s.11(6)

Part X, Section 34 of the Employments Standards Act prohibits discrimination on the grounds of age, sex or marital status in pension and life insurance plans and both long- and short-term disability insurance (including health and dental plans). However, in general, benefits, all the way down to the length and frequency of coffee breaks, are allocated in proportion to status and seniority and, as with all such proportional rewards, men benefit more than women.

Moreover, at some universities, certain benefits (such as maternity leave) are available to faculty but not to staff, although support staff, of course, is predominantly female while the faculty is predominantly male. At most universities support staff have only restricted access to certain benefits, such as use of athletic facilities, because of other considerations such as rigidly-set working hours.

Part-time and "casual" staff, also predominantly female, are often omitted entirely from benefit programmes (from pension plans, for example) or paid on the basis of lump sums that are not pro-rated (as with vacation pay). Employees on contractually-limited appointments, too, often receive a diminished range of benefits.

Finally, some programmes (such as those granting benefits to survivors) still sometimes discriminate between men and women, while benefits to dependents usually exclude entirely any family units with same-sex heads, although at least one case challenging the legality of the latter proceeding is currently before the Ontario Human Rights Commission.

These structural conditions mean that women are disadvantaged. Although the value of total remuneration is difficult to calculate, it is generally accepted that the differential in benefits, if calculated in dollars, would substantially widen the wage gap between men and women. The co-ordinator should be sure that calculations of wages include some accounting of the entire remuneration package.

b Provision of Benefits

Most universities have fairly wide-ranging benefits. Many top up the UI payments for maternity leave, at least for some groups of employees, and some add adoption leave as well as paid or unpaid maternity leave for periods longer than the federally-stipulated seventeen weeks. Although part-time employees are not covered under the Act, some universities have agreed to include negotiated benefits for part-timers in collective agreements.

The *University Benefits Survey*, published annually by the Council of Ontario Universities, describes the benefits and related services provided at each university. Part I summarizes administrative methods and planned changes in benefits, while Part II describes pension plans. For current information, details should be checked directly with the universities, contacting the personnel department and the relevant bargaining units.

University employees, in fact, receive an exceptionally wide range of benefits simply because of the nature of the university as a workplace. Payment in kind, in the form of reduced or waived tuition costs for employees or their dependents, is widespread in universities. Other benefits include paid time off in the form of release time for union or university business, academic sabbaticals or research leave, as well as subsidized services such as cafeterias or faculty clubs, daycare facilities, athletic facilities and fitness programmes, as well as the purchase of equipment or supplies at subsidized rates. In addition, although board or housing is unlikely to be part of wages, the university often provides officers such as presidents, principals, deans or tutors with university-owned lodging.

The major progress in benefits in Ontario universities has come through contract negotiations. Most employee groups, even if their membership is predominantly female, are primarily concerned about the salary dimensions of contract packages. The co-ordinator may be able usefully to point out the importance (and monetary value) of other aspects, particularly of benefits related to family responsibilities and pensions. Union members' surveys on what should be included in negotiating packages should include benefits such as daycare, parental and adoption leave, as well as rectification of pension anomalies.

c Pensions

Pensions amount to deferred payment based proportionally on salary. Thus women's lower salaries, slower promotion rate and, where relevant, discontinuous working pattern reduce the basis of pension calculations. This is the case even when unisex tables are used; if separate actuarial calculations are made for men and women, women's payments are further lowered because of women's greater life expectancy as a group.

Universities have, among both academic and non-academic staff,cohorts of women who were hired relatively late in life and for relatively low salaries; their salary-based benefits are low in general, and their pensions painfully so. Many pension plans now have surplus funds, because of the conservative calculations of actuaries, and these could be used to boost the pension payments made to those older women who are being penalized for the low valuation of their services in the past.

Bill 170, an Act to revise the Pensions Benefits Act, received Royal Assent on June 29, 1987, and is expected to be in force early in 1988. The Act has a number of provisions relevant to women employees. Pension plans may no longer discriminate between plan members on the basis of gender and must use "unisex" actuarial tables. Part-time employees will be able to join pension plans after two years of service, if they have earned at least 35% (in 1985, $7,820) of the Canada Pension Plan's "Year's Maximum Pensionable Earnings" for two consecutive years. In addition, the the Act provides for more equitable survivors' benefits and for pension-splitting on marriage breakdown and allows for earlier vesting and portability of pension plans, thus making it easier to transfer rights in the case of job changes.

The whole question of pension rights is now somewhat unsettled because of the uncertain constitutional status of requirements for retirement at a certain age. A number of cases are now being heard or appealed. The Ontario Ministry of Labour's Task Force on Mandatory Retirement, chaired by Ronald Ianni, President of the University of Windsor, expects to publish a report in 1988.

Many Ontario universities are actively preparing attractive early retirement packages for the predominantly male senior faculty. This is motivated in part by the need to make room for new hiring, thus opening up opportunities to increase the numbers of women on faculty. Among support staff, the opposite trend can be seen: where women know their pensions will be inadequate, their inclination to retire is considerably diminished. Major concerns for equity, therefore, are that retirement should be — in the various cases — facilitated, financially possible and equitable in terms.

d Conclusion

There is often no logical reason for variability between classes of workers in terms of benefits in relation to, for example, maternity and extended maternity leave. The present situation rests on historical differences in job status as well as the effects of collective bargaining.

Costing the existing benefit packages, evaluating their impact for women, examining and recommending alternate, possibly more flexible plans — all this requires expert advice and support.

A coherent but flexible plan of benefits could perhaps improve the situation. So-called "cafeteria" plans tend to raise concerns of administrative complexity and expense. However, they can be tailored to the changing needs of the individual employee, who may need childcare at one stage and tuition support at another.

Management or joint management-union committees already charged with such concerns on an ongoing basis may be mainly concerned with the financial dimensions of the system, with little attention to spare for its impact on individual human beings, even less so for structural implications for women.

The issues related to benefits are crucial if pay equity is in fact to mean equalization of the remuneration received for equivalent work. The co-ordinator can play a key role because, unlike management and the representatives of bargaining units, she is already alert to the kind of problems that women's work presents.

vi About Universities in Particular

Universities are organized differently from businesses in many important respects, so that job evaluation systems imported from business experience must be modified to fit the nature of the institution. If a university decides to use a consultant, it is important to find a consultant knowledgeable about universities and aware of the peculiarities of universities as employers.

The Ontario Pay Equity Act lays down the minimum pay equity activity — while raising a number of questions for universities. However, there is good reason for universities to extend pay equity provisions to employees not specifically mentioned in the Act, such as those staff employed through external grants.

In some institutions, those "part-time instructors" who are not graduate students are predominantly women and are paid less for the same amount of work than the "graduate assistants" who are, predominantly, men. This may turn out to be a problem of definition, if instructors are counted by the universities as casual rather than part-time employees. Since universities have a large group of casual employees, many of whom are students, pay equity should be extended to include them even if they are not covered under the definitions of the Act.

Groups which are combined for purposes of negotiation must initially seek comparisons within that bargaining unit. If no comparable group can be found, outside comparisons may be sought. But, in universities, diverse groups are on occasion combined in ways that may disadvantage some of them. For instance, librarians are often grouped with faculty members for collective bargaining purposes. It remains to be seen whether they would benefit more from being separated and compared with, for example, archivists or with some managerial categories. However, this would benefit women librarians only after they have achieved parity with men librarians as they have in every province but Ontario. Similarly, the classification of those working with word processors is now problematic: are they better off in the job class of computer technicians (predominantly male) or, as they usually are now, with the predominantly female secretarial staff?

How the Ontario Pay Equity Act will affect faculty remains to be seen. In Minnesota, the state university did not include senior administrative staff or faculty in its pay equity plan. The University of Manitoba, in response to provincial pay equity legislation, is using a Hay pay equity audit (different from the Hay rating system already used there for many support staff positions). Faculty is treated as one job class (called "professor") which will be audited by means of 10 benchmark positions representing the scope of jobs within that class. These will then be compared with equivalent non-academic jobs.

Universities differ from other large institutions, even in the broader public sector, and they differ enormously among themselves. Some general suggestions for procedure are offered in the following sections.

INSTITUTIONAL PREPARATIONS FOR PAY EQUITY ALREADY UNDERWAY IN ONTARIO UNIVERSITIES

Review of Job Evaluation Procedures: a committee, including representatives of management and of employee groups, was established to review and recommend systems of job evaluation and to consider extending systems to categories of employees not presently included.

Creating an In-House System: an expert in pay equity is to be hired for the personnel department. In the meantime, the university is trying to strengthen the analytic capacity of both labour relations and personnel.

Working Groups: a working group has spent the past year reviewing evaluation systems for non-academic staff. A further working group will now oversee the implementation process.

Revision of Compensation System: the administration and the staff association worked together to develop a new format for job descriptions, completely revised and redefined the criteria on which jobs would be evaluated and carried out a job evaluation process for all support staff jobs from housekeeper to chief accountant.

Adjustments are being made to address all inequities and not just those involving female job classes.

Content analysis of job descriptions: the position descriptions of all the administrative, technical and professional-managerial support staff jobs are being content-analyzed to provide the following data:

- a skills index that reflects the full array of duties prescribed for these positions;
- the array of qualifications required for particular types or levels of positions, eg. experience, skills, education;

- an account of the consistency of descriptions, both in terms of the position described and the employee sought/hired;

- an account of structural obstacles in the definition of requirements, since these could hinder staff training designed to further equity.

The end-product will be the construction of scales for measuring levels of skills, education and related work experience.

Demonstration project on salary comparison: a new job evaluation plan is being used to compare the salaries of all non-academic staff, unionized and non-unionized.

Job descriptions were obtained from the incumbents of 100 jobs which fell into four different groupings (three union and one non-union). These jobs were either similar to jobs in other groups or representative of a large grouping.

A consultant evaluated the jobs and provided data on the average salary for the four groups. This study will form the basis of subsequent proceedings towards pay equity for both men and women.

vii Assessing the Situation

The first requirement is an accurate description of the existing situation: the section "Data and Programme Development" provides guidelines on data collection, analysis and use.

An overview can be obtained of how women are distributed though the workforce, in which classes men or women predominate and what are their comparative rates of pay. The data can then be arranged, depending on the size and sophistication of the analysis, in formats such as lists and tables, block graphs, pie charts or scattergrams. Since major functions of this documentation are educational and persuasive, it is important that the material be processed, not just in the most technically useful formats, but also in ways that can be used in publicity within the campus community.

Minnesota's Department of Employee Relations has made available the pay equity software which it has developed. Produced for use on an IBM PC or with the Lotus 1-2-3 software package, it can be applied in institutions with at least ten male job classes.

THE MINNESOTA PAY EQUITY SOFTWARE PACKAGE

The following information is entered:

- job classes
- the number of male and female employees in each class
- points assigned by any job evaluation system
- minimum and maximum monthly pay

The programme will then calculate:

- the slope of the male trend line
- the cost of eliminating pay inequities
- the trend line graph (with distribution of jobs)
- list of all jobs from lowest- to highest-rated
- list of inequities by class

To obtain a copy of the software, send a blank, standard, double-sided floppy disc and return postage to: David Lutes, Department of Employee Relations, 444 Lafayette Rd., St Paul Minnesota 55155, USA.

While Ontario's Pay Equity Act supports the comparison of job classes, it is strongly argued in some quarters that regression analysis (a process where certain variables, such as years of experience, degrees etc., are held constant until the remaining differences between men's and women's wages can be imputed to clear discrimination) is more effective. This technique — and others — can be applied after the legal requirements have been met so that any residual inequities can be identified and eliminated.

Where inequities in pay can be established, it is also necessary to account for these. They may result from discrimination in the areas of hiring or promotion, or they may be due to inaccurate job descriptions. Although these elements of discrimination are not the concern of pay equity as defined in the Act, they are central to a comprehensive pay equity programme.

viii Other Possible Sources of Wage Inequity

The co-ordinator should be alert to the variety of long-established systemic inequities persisting in the area of compensation, in addition to those targeted by pay equity. They include:

Differential starting salaries.

Many employees start permanent work directly from school, without formal job training. There is a well-documented tendency to overlook the skills of "unskilled" women, such as correct written and spoken English or French, efficient and courteous communication with the public and fellow-workers, organization of an office or work station or the production of accurate written reports. In contrast, non-verbal, non-interactive skills such as repair and maintenance of tools, driving and other machine operation are likely to be seen as acquired and entitling the "unskilled" male worker to extra compensation. As a result, women may be started at a lower wage and promoted more slowly.

Starting salaries are also affected by inequitable practices in drafting job descriptions (for instance, creating a low grade position for xeroxing and filing, rather than an administrative position with a variety of duties) and hiring (for instance, "head hunting" senior administrators or academic staff at enticingly high salaries, rather than training and promoting current staff).

Inequity here is compounded by percentage-based benefits and percentage increases later on. Starting salaries should be equal for men and women or equitable for workers in female job classes. For details and guidelines, please consult the section "Hiring."

Non-equivalence of qualifications.

Accurate and explicit equivalence should be established between education, experience and other qualifications — stating, for instance, that a particular job requires someone with an MA or five years' experience. Women's domestic or volunteer experience should be allowed its full weight in relation to tasks requiring experience in purchasing, childcare or project organization; the federal government now has such provisions. These equivalences should be standardized across the university, and relevant to the job class.

Inconsistency in form of wage rates.

There are long-established considerations of prestige and autonomy in being on a weekly or yearly rather than an hourly rate. Security of tenure is usually a feature of salaried jobs, but with the increasing unionization of the work force even jobs paid by the hour are usually secure in universities. Nonetheless, difference in style can conceal discrepancies since it is, for example, difficult to compare an hourly rate with a salaried position where overtime is taken for granted. Wage rates for "women's" jobs should be expressed in the same style, by hour or by month, as those for "men's" jobs.

Historical Differences.

Tasks may, in the past, have been allotted on the basis of gender-stereotyped division. For example, cleaning staff may have been divided into cleaners (women) and caretakers (men), so that caretakers are seen to have a more valuable — and better-paid — job. The effects of inequitable practices in the past must be assessed and remedied.

Merit increases.

Procedures must be both equitable, explicit and public. Weighting of factors seen as meritorious should be established so that the rate of increase is not slower for one group. For instance, if community service is counted towards supervisory positions or attendance at out-of-town conferences is rewarded, those employees with household responsibilities will be disadvantaged. Where increases are based on performance appraisal, appraisal procedures must be regularly reviewed for bias.

Post-equity contracts.

Ontario pay legislation specifically states that, once equity is achieved, unions are allowed to bargain for different rates of increase; if male job classes have stronger unions or more management support, new inequities will then arise.

ix Some Possible Remedies

Anomaly reviews.

Several universities have used regression analyses to identify gender-based salary discrepancies. Assessment of individual files can be carried out by a committee, possibly in conjunction with a peer-matching procedure (see below). More often, individuals raise the issue of their own pay or arrange to have it raised on their behalf by an administrative superior. A regular, systematic review procedure would be preferable, whether carried out by the departments or by the salary administration unit of the institution.

Procedures for such individual initiatives should be consistent, routine and well-publicized so that success turns on the merit of the case to be made, and not on the bargaining position of the individual plaintiff. It is essential that any such procedures be integrated into the arrangements set up under collective bargaining.

Anomaly adjustment funds are available at most Ontario universities for use when it can be demonstrated that the salary of an individual or a group is unusually low in comparison with others of like characteristics.

Peer-matching procedures.

These procedures (where male faculty "counterparts" with equivalent degrees, teaching experience and publications are selected for salary comparison, usually on joint nomination by the woman concerned and by some administrative superior) have been employed to rectify the level of salary of faculty women, mainly in the 1970s. However, those universities that have re-surveyed the salaries of their faculty women have found that differentials remain or have recurred in the 1980s. Peer-matching, like anomalies procedures, is effective mainly for catching — and correcting — the unavoidable failures of a system that is working to eliminate systemic discrimination.

Flat rate increases.

These consist of a fixed sum allotted to lower-paid jobs to bring them into line with other salaries. It is possible, within bargaining negotiations, to add an extra per hour increase to the contracts of lower paid workers. This then ensures that the effect of percentage-based increases and benefit payments is not inequitable.

Union participation by employees

Support staff unions and unions of women service workers are, in the long run, the best protection of women in predominantly female jobs — a fact recognized by the requirements of the Pay Equity Act. These unions have managed to provide the necessary cohesion for strike action even by their lower-paid members, but are sometimes hindered by having male leaders not always entirely sympathetic with the priorities of their members.

The universities should be generous in their treatment of these unions; all too often, because these workers are not directly "academic," they are overlooked in academic planning and the setting of financial priorities for the universities. The co-ordinator should work closely with the unions that have predominantly female membership and seek to maximize the cooperation mandated by pay equity legislation.

Constant monitoring.

Through new negotiations after pay equity is implemented or through the effects of prejudice or continuing systemic discrimination, new inequities may arise or old ones continue. Constant monitoring, testing and re-assessment will be needed to ensure that pay equity becomes, and remains, pay equality.

EMPLOYMENT SYSTEMS:

EMPLOYEES WITH FAMILY RESPONSIBILITIES

i Introduction 137

ii Variable Work Hours 138

iii Leave 138
  a Personal Leave 139
  b Maternity/Paternity Leave 139
  c Adoption Leave 140
  d Extended Leave 141

iv Childcare 141

. . . by taking longer than usual to complete their dissertation, by taking time off at the birth of a child or by postponing application for tenure track positions, [women's] curricula vitae include gaps which seem to indicate procrastination and lack of perseverance on the candidate's part.

(Carbert, 1986)

The most critical period in the life of a young scholar is the period which precedes her or his eligibility for tenure. For many academic women, on average already in their thirties when first hired, this period corresponds with childbearing years.

CAUT, *Brief to the Special Committee on Childcare,* 1986

For women, employment opportunities are often influenced by their access to child care services and can result in acceptance of part-time work, rejection of positions involving shift work and limited involvement in training programmes. The stress experienced by working women in obtaining readily accessible, quality care for their children may also affect their productivity.

Robert Welch,
Minister Responsible for Women's Issues, Ontario, 1984

The participation rate in the labour force of mothers with children under six rose from 19 to 51.5 per cent between 1967 and 1983, an increase at least as great as that of mothers whose children were all aged six or over. This trend is expected to continue.

(Abella, 1984, p. 183)

---

i Introduction

The pattern of the "traditional" family — father in the workforce, mother at home — was promoted assiduously after the second World War and is perhaps more deeply entrenched in the "monastic" atmosphere of universities than it is in the workplace in general. But it is profoundly inaccurate. In lower income groups, the need for two incomes per family has long been a reality and this is now increasingly extending into the middle classes. A 1979 report showed that if wives' incomes were deducted from family incomes, 51 per cent more families would fall below the poverty line. (Abella, 1984, p. 185) Single parents — nearly all of them women — and members of two-income families now form the majority of the workforce.

Although domestic and employment patterns have changed, the burden of caring for the family — children, housework, adult dependents and the elderly — still most often falls on women. The divorce rate, often with default on support payments, has risen substantially and children are usually left as the responsibility of mothers. Given the age structure of the population, women can expect to find themselves with greater responsibility for elderly relatives.

Employers need to respond to the changing situation: women make up almost half the over-all workforce in Ontario and are the group most rapidly moving into it; women already compose the majority in certain occupational groups; men are more active in family care. To attract and retain a competent workforce, employers need policies and provisions which meet the need of workers — present and future.

A growing number of faculty members and student employees have primary responsibility or co-responsibility for young children. Non-academic staff has always been predominantly composed of women, most of child-bearing age, many with sole responsibility for children. The university, as employer and educator, has particular concerns related to the future workforce as represented by graduate and undergraduate students.

Traditionally, universities have simply ignored family-related dimensions of community and individual life. Once aware of such realities, however, they can provide support ranging from flexible hours through parental leave and childcare to changes away from inequitable standards for promotion. The costs of such initiatives are offset by greater employee productivity.

Consideration for the needs of those with family responsibilities can also be exercised in such areas as the planning of meeting times. Above all, it is practical to determine what provisions would be useful, rather than working on assumptions of what people need. At least one Ontario institution has circulated a dependent care survey to establish the needs of those with children or dependent adults.

Student demography has changed radically since the mid-1960s. In 1986, some 38% of students were classified as part-time, almost one quarter were over age 24 and women composed half of the student population. University attendance figures, of course, represent only those students who have already dealt with their need for childcare. Even so, mature women students represent the most rapidly expanding sector of the student population; they form a substantial part of the future clients of the university and would be considerably aided by anything that would facilitate their balancing academic and family obligations.

Although student timetables can be flexible enough to accommodate childcare, students may still suffer through missed classes or strict deadlines. Graduate students in particular (like probationary faculty) are disadvantaged by timetables designed to accelerate the rate of completion of requirements, in their case the requirements for degree programmes. Student employees with children carry a triple burden, especially if they attempt a full programme of study.

ii Variable Work Hours

Employers and employees together have provided creative approaches to setting work hours. Such arrangements are obviously centrally the concern of unions or similar groups, whose support is indispensable. Flextime has historically been associated with the loss of overtime pay, as well as with the reappearance of the use of time clocks for categories of workers who had been liberated from that form of management surveillance. Nevertheless, women workers value adaptability of working conditions, and unions with significant numbers of women members have recognized this.

Possible procedures to accommodate family responsibilities include:

- variable hours, where each employee selects convenient and regular hours of work — it is usually required that all employees be present for some core period but this may not be as necessary for academic offices as it is assumed to be for business; the arrival and departure times of employees can then be staggered, enabling those taking children to daycare to avoid the hours of greatest difficulty on public transport;

- flexible hours, varying daily within a fixed range;

- extended hours, where hours vary within a week, so that long days and days of non-attendance are combined; this variant, which has been adopted by some hospital personnel, is particularly appropriate in 24-hour working areas, such as the computer facilities and certain areas of experimental science, and also in areas with extended hours, such as libraries; this requires careful advance scheduling and is helpful mainly for families with at least two primary caretakers;

- job sharing with pro-rated salaries and benefits; this system works well if those sharing are able to work out a co-operative arrangement for allocating tasks and for communicating or if the work is completely routine; the arrangement could include provisions for permanency or tenure of both of the partners; it is well known that such a system, working well, can result in greater productivity;

- part-time positions with pro-rated salaries and benefits; this is an option that many employees would like for certain periods of their working lives, and should include provisions for tenure and also for moving into, or returning to, full-time employment;

- negotiation of hours from one semester to another — employees then have the chance to take leave or shorter hours during the slower summer months (when children are not in school).

iii Leave

Various kinds of leave are already provided in employment systems, such as paid vacation, paid and unpaid leave for illness. A flexible approach to defining leave often better meets the needs of employers and employees alike.

Leave provisions can be added which specifically address family responsibilities. The definition of "family" is obviously a crucial issue: it should include married, common law and same-sex couples, and this should be specified in the contracts that govern leave arrangements. Here, as in other cases, there is always the possibility of negotiation or simply providing arrangements more generous than the minima prescribed by law.

a Personal Leave

Personal leave days can be used at the discretion of the employee, instead of being granted for specific reasons such as deaths or medical appointments. In some organizations, sick leave can be used to care for an ailing family member, but it is better that sick leave and family leave be separated, otherwise only those who never fall sick themselves will be able to care for others.

In 1981 the International Labour Organization recommended, "It should be possible for a worker, man or woman, with family responsibilities in relation to a dependent child to obtain leave of absence in the case of its illness." (Article 23(1))

Since medical appointments rarely take the whole day, and provision for caring for a sick child can often be arranged by midday, it is to the advantage of the employer to allow portions of leave days to be used for these purpose. The employee can then be back and productive for at least half the day.

As of October 1986, 12 universities in Ontario allowed from one to five personal leave days annually (apart from sick leave and bereavement days).

b Maternity/Paternity Leave

Maternity leave legislation has established the right of women to bear children without jeopardizing their jobs. The Ontario Human Rights Code specifies that employees may not be discriminated against in employment on the grounds of pregnancy.

It is vital that fathers be included in these considerations. As of October 1986, faculty and staff associations at eight Ontario universities had negotiated for three to five days' paid leave for fathers at the time of birth. At another two universities, fathers were able to take unpaid paternity leave.

Where fathers have no access to paternity or adoption leave, women are compelled to bear the brunt of the work. This then further reinforces the stereotype that domestic commitments interfere with women's commitment to their paid employment.

The Ontario Employment Standards Act (sections 35 to 39) requires the employer:

- to grant the mother 17 weeks' unpaid leave, as long as she has worked for that employer 12 months and 11 weeks immediately prior to the expected date of delivery;

- to return the employee, after 17 weeks, to the same or a comparable job at the same rate of pay with no loss of benefits or of seniority accrued to the start of her leave.

For more information about the precise terms, contact the Employment Standards Branches of the Ontario Ministry of Labour and see the leaflet, "Pregnancy Leave in Ontario," produced by the Ontario Women's Directorate.

The provincial government allows eligibility for 15 weeks of Unemployment Insurance (UI) benefits (60% of salary to a maximum); maternity leave at this minimum level includes two weeks without pay, like all versions of UI. It should be noted that few women, especially if they are not receiving an equitable wage, can manage on 60% of their salary: the use of a percentage base increases discrimination where inequity already exists.

The university can establish a Supplementary Unemployment Benefit (SUB) Plan which, when combined with UI maternity benefits, will provide up to 95% of normal weekly earnings. As of October 1986, 13 Ontario universities had provided such a plan for their faculty and some support staff (usually only clerical associations negotiate for paid maternity leave, whereas maintenance workers do not). In 1986, one university provided SUB only for non-academic staff and another two only for faculty.

In addition, measures suggested or adopted by some university administrations and employee groups include:

- continued payment (by the university or the employee) of standard benefits package to obviate loss of benefits;

- continued accruing of seniority during leave; at the very least, no loss of seniority; — continued payment of full salary and benefits during leave, thus bypassing UI regulations; as of October 1986, this was implemented in four Ontario universities;

- readily available maternity leave benefits for all jobs, so that there is no disincentive for women working in non-traditional areas;

- maternity leave on a part-time basis over an extended period of time, with continued benefits and no loss of seniority;

- in cases where both parents are employed by the same university, division of maternity leave time between parents, permitting or requiring that parents share the maternity leave time (divided as they choose) or requiring that parents share the maternity leave time, divided so as to require substantial participation by the father.

c Adoption Leave

The Unemployment Insurance Act and Regulations allow an adopting parent to claim fifteen weeks UI benefits just as birth mothers do. Either parent in married and common-law heterosexual couples may take this leave, though it is unclear whether this extends to gay couples. Only one benefit period per child may be claimed, so that a step-parent who is adopting a child may not claim benefits if the child's mother has already received maternity benefits. In 1986, 12 universities extended paid maternity leave under the SUB plan to adopting parents. At one university, however, only women were entitled to adoption leave.

Suggestions include:

- universities should ensure that policies give adopting parents the right to a 15 week leave, similar to maternity leave as regards return to work, salary and benefits.

d Extended Leave

Extended leave can be needed for a variety of reasons. For instance, parents often find that 17 weeks is an inadequate amount of time and, especially in smaller urban centres, may have difficulty arranging suitable care for their infants.

Extended leave is a common policy; however it is often granted at the discretion of the supervisor or department head, rather than as a right. One university warned that "for purposes of equity, such leave should be granted only under very special circumstances." Extended leave should be treated as a necessity and therefore as a right, rather than a favour to be granted or withheld in an unsystematic, semi-private fashion.

Suggestions include:

- establishing a plan similar to that of the Canada Labour Code — 24 weeks of extended leave (preferably with pay), returning to the same or comparable job with no loss in seniority (CAUT, 1986, p. 43);

- establishing the right to leaves in defined circumstances or a fixed policy for approval;

- continued payment (by the university or the employee) of benefit premiums during the leave, to obviate loss of benefits;

- equitable approval of leaves for either mothers, fathers or co-parents;

- partial leave where a returning parent could work reduced hours for a set period of time, with pro-rated pay and benefits.

iv Childcare

> "Childcare is the ramp that provides equal access to the workforce for mothers."
>
> Abella (1984) p. 28

Studies on the effects of daycare in the workplace have reported lower absenteeism, improved employee attitudes towards work, publicity favourable to the employer, increased ability to attract employees, lower job turnover rates and improved community relations. Universities can also draw academically-related benefits from providing childcare facilities: observation for early childhood development or psychology programmes, practicum or field work in a number of areas.

Since women form the majority of administrative staff on campus, provision of daycare facilities is already a crucial issue. As the composition of the faculty and of the student body moves towards proportional representation of women, and as men take increasing responsibility for family care, the need for daycare will increase.

The 1986 CAUT brief shows childcare provision in some form at half the universities in Ontario. However, there were altogether an estimated .003 daycare places for each full-time student and faculty member — a figure which leaves out support staff and part-timers. At present, childcare needs can be difficult to estimate, since universities have not in the past kept any record of employees' children (except to the degree that they are specified as dependents in the context of benefit programmes). Such records must now become part of the data system so that better provisions can be made.

Faculty unions and CUEW (which represents some part-time and sessional faculty, and graduate teaching assistants), have often bargained for various sorts of family-related leaves but have not, by and large, insisted on daycare as an intrinsic part of work conditions for female (and some male) employees. Nor has management routinely taken the responsibility for providing such facilities. In practice, daycare centres have been initiated by user groups and stayed outside the union-management framework.

Options include:

- co-operative daycare; parent involvement will only slightly reduce costs since a centre must have a certain number of trained staff (as well as approved facilities) to qualify for provincial licensing; involvement benefits both parents and children, however, as well as enriching programming resources; this system can adversely affect support staff who cannot regularly take time off (although some staff unions have negotiated time off for participation in the daycare centre);

- a centre where children could be left for short periods;

- a playgroup and toy-lending library in addition to regular daycare facilities;

- a resource and referral service or centre to advise parents on children's issues and available childcare options; the provincial government will pay the salary of a person serving as linkage in a referral network; a drop-in facility connected with the centre would not need to be licensed and could be eligible for provincial government funding as a resource centre under the Childcare Incentives Programme (Ministry of Community and Social Services).

For more detailed considerations in operating a childcare centre, please see Appendix 4 at the end of this handbook.

THE UNIVERSITY ENVIRONMENT

Introduction 145

Non-Sexist Language and Imagery 147

Women in Non-Traditional Areas 157

Safety and Security 165

Sexual Harassment 171

Teaching and Scholarship 181

THE UNIVERSITY ENVIRONMENT: INTRODUCTION

Universities are unique institutions, often seeming to consist of two separate worlds: that of students, research and teaching and that of the administrative staff. But in fact these worlds overlap in many ways and influence each other in many more.

Students deal with administrators as well as instructors, and some are employed by the university on a part-time basis; many academics have administrative and supervisory duties; support staff may be currently enrolled in university courses or be past graduates of the institution. Women students will notice and react to the way in which they see women support staff are treated and vice versa. Those instructors who extend equitable treatment to women in the classroom are likely also to have satisfactory working relationships with the women among their teaching colleagues and the non-academic staff.

Women's experiences in any one area of the institution will have both direct and indirect impact on other areas. The cumulative effect of this shapes the environment and forms the climate in which women at the university conduct their daily lives.

This climate has a major impact on morale and effectiveness and is, therefore, a basic concern of employment equity programmes for women. If an institution is known to be committed to eliminating gender bias and ensuring that women can participate freely in all aspects of university life, women students will be more likely to consider careers within the university and outside candidates will be more interested in accepting positions. If the campus climate is encouraging for women, they will be more easily able to work to the best of their capacity.

The climate or environment of a community, then, must be deliberately shaped to facilitate the integration of all of its members. The current situation must be assessed and plans developed to ensure that women can participate fully in and derive maximum benefit from the educational and employment opportunities available. The traditional commitment of the university to freedom of thought, movement and action must extend itself to cover the needs of women instructors and employees.

Tangible and positive achievements in concrete areas can benefit both the morale and the reputation of a co-ordinator or committee as they continue to work on longer-term projects. Several of the areas discussed in this part of the handbook offer the opportunity to carry out relatively self-contained and finite projects, such as the establishment of a policy on sexual harassment or of guidelines on the use of non-sexist language.

Other aspects of climate, such as teaching or safety and security, offer the co-ordinator the opportunity to establish working relationships with other officers and constituencies in order to suggest policy and procedures and to generate educational material and events.

Of those specific issues which contribute directly to the campus climate, this part of the handbook deals with non-sexist language and visual imagery, sexual harassment, safety and security, teaching and women in non-traditional areas.

THE UNIVERSITY ENVIRONMENT:

NON-SEXIST LANGUAGE AND IMAGERY

i Introduction 149

ii Accuracy in Language 150

iii Gender Harassment 151

iv Remedies 152

i Introduction

Language and visual imagery are our major means of communication in everyday transactions. Whether or not we notice, the words and pictures we use portray the world as we see it. Language can reflect the assumptions of the world we grew up in, or it can indicate our hopes and intentions of improvement. In the last few decades, awareness of sexism in language — and knowledge about how to counter it — have increased enormously.

In language and imagery, sexism is involved whenever one gender is excluded or when men and women are not treated or represented on an equal footing. Stereotyping, arguably the most common form of sexism in language, takes place when particular roles and characteristics are attributed to people on the basis of their gender or membership in a minority group without taking them into consideration as individuals.

For most people connected with a university, the wording and illustrations of, for example, a student prospectus or a job description, will be their first contact with the institution; their expectations will be set by the tone of the language and imagery used. Its effect can vary from encouraging women to see themselves as potential and valued members of the institution, through accurately reflecting the proportion of women among undergraduates, to implying that only a man will do for the job. A university whose handbook cover features a muddy, all-male rugger team, for instance, or a pretty young woman sitting passively beneath a tree, is giving a clear message about priorities at that institution.

The same effect is produced by the use of non-inclusive language. When the word "man" or the masculine pronoun "he" are used, however generically and correctly, people still conjure up an image of a male person to accompany it. Automatic use of phrases such as "see the manager — he will look after it" fail to prepare the listener for the possibility that the manager might be a woman. In the classroom, invariable reference to the physician as "he" does not give medical students the notion that they will be working with physicians of both genders, indeed women students may well wonder what is going to cause them to disappear after graduation.

In addition, language usage also interacts with prejudices current in society, so that some apparently innocuous terms are rendered harmful by their context. For instance, until racism and sexism are eliminated, it is a less than happy usage to speak of "blackening" someone's name, to hail research as "seminal" or to refer to Hiroshima Day as "a black day for man." Similarly, using a physical handicap as a metaphor for lack of intelligent thought ("he's blind to the evidence"), reinforces the patronising attitudes towards the visually impaired still found in society at large.

Language can, fortunately, be used prescriptively as well as descriptively; it can enable people to envisage other situations and thus make their acceptance easier, as in the use of the terms "letter carrier" and "firefighter" or in referring to students in science as "he or she." In addition, discussion of language usage draws attention to its effects; supervisors are often astonished to find that women feel demeaned by being referred to as "girls" and addressed by their first names on a non-reciprocal basis.

AREAS MERITING PARTICULAR CONSIDERATION

Job descriptions and occupational titles

As discussed in the sections "Hiring" and "Career Development," these can affect the status and scope of particular positions as well as their progress in the job evaluation system — and thus also affect the level of compensation received by the employee. It is, of course, important to avoid changing a title without changing the stereotyped job.

Official university pronouncements

It is particularly important that the institution present itself as a non-discriminatory body, and official documents and statements are the public image over which the university has most ready control.

Course titles and outlines

As discussed in the section on Teaching, linguistic inaccuracy here has the potential to distort course content as well as to encourage or dissuade interested students.

Academic content

Representation of women in the total picture must be considered; for instance, how accurate are reports of public opinion based on the views of male respondents only?

ii Accuracy in Language

The use of precise language might well be expected to be one of the strong points of any educational institution, yet it is often the case that usage has not changed to keep pace with the changing reality of university life. For instance, some university calendars still advise the student that "his" tuition fees are due at a certain date; this hardly fits the 52% of students receiving BAs or first professional degrees who are women. Similarly, the term "alumni" is not adequate for a group of whom at least half are "alumnae."

Nor is it accurate to describe course material or research in terms which imply that all human beings are being considered, when in many cases evidence is based on all-male samples. In Piaget's famous research, for instance, not "children" but only boys were studied.

Conversely, adherence to unchanged grammatical or etymological tradition does not always serve the best interests of clarity. For instance, the technically accurate use of the word "man" can lead to some rather odd statements, such as, "man gives birth to his children after a nine-month pregnancy."

Nonetheless, changing usage can provoke great outcry, usually coupled with the parallel assertions that women have no sense of humour and that gender-neutral language is ridiculous. However, the sense of humour aroused by expressions like "personhole cover" or "person the pumps" can disappear altogether over the use of the term "chair" (used in this sense as early as 1659) to describe the head of a committee.

TALKING FURNITURE AND OTHER ANIMATE OBJECTS

the Chair
the Bridge
the Bar
the Board
the Throne

the Crown
the Pulpit
the Cabinet
the Bench
the House

iii Gender Harassment

On the other hand, we must take seriously the damage done by stereotypes which have been reinforced to the point of acceptance by their use in familiar phrases. Consider, for instance, "dumb blonde," "men don't cry," "girls can't play soccer," "scatterbrained female." Carried to their extreme, these statements have been recognized as constituting gender harassment (discussed also in the section "Sexual Harassment").

Women's compliance with their traditional role can work to their disadvantage, for instance, when they are assumed to be incapable of intellectual effort because they dress in a "feminine" fashion, when their presentations in class sound hesitant or when their seeming acquiescence is taken to condone sexist behaviour. Supervisors and instructors should bear in mind that part of the conditioning all women receive is to speak less — and less assertively — than men and to occupy less of the public space.

Derogatory statements about women or, for instance, about a racial group make it particularly hard for members of that group to concentrate on the work at hand, to retain a sense of self-esteem, to perform their best or to assume that their contribution at work or in class will be welcome.

The situation can be exacerbated by the direct use of diminishing terms when addressing women or, in fact, by the use of any language which cannot be used back with impunity. Points to watch for:

- the use of belittling terms such as "dear" or "girl";
- issuing commands ("get me a copy of this") rather than requests ("could you please get me a copy of this?");
- status-bound use of first names ("please reply to Prof. Smith or to Mary at extension 1234");
- defining a person as a function ("my secretary here will see to it");
- outright patronizing ("we didn't expect a pretty little thing like you to be top of the class").

Situations where gender harassment is particularly difficult to deal with include:

- where it is backed by the authority of a supervisor or instructor (and has possible consequences for grades or future employment);
- where it takes place in public, since it may be harder to respond in front of an audience;
- where the initial stereotyping statement has an edge of ridicule or anger, indicating that a protest will be unsympathetically met or rudely dismissed.

Gender harassment in the classroom has been defined as "the use of authority to emphasize the gender or sexual identity of a student in a manner which prevents or impairs that student's full enjoyment of educational benefits, climate or opportunities." Instructors can and must make it quite clear to class members that sexism in classroom participation and in written work will not be rewarded.

POLICY STATEMENT FROM A PRESIDENT

There is evidence that women at this university encounter — sometimes in classrooms and sometimes in offices — derogatory and dehumanizing remarks about women. Whether or not such remarks are thoughtless or deliberate, women have, nevertheless, found them degrading. Therefore, your thoughtful attention to this matter is requested.

Some remarks that women have complained about are directed at individual women, who are singled out because of their age, gender, physical attributes, or interest in women's rights issues. Other remarks are directed at women in general and express contempt for women and stereotyped assumptions about women's abilities and ambitions.

Such remarks will not be condoned by the administration. I am asking women students to bring complaints of remarks which they find offensive to the attention of appropriate deans. Women employees are asked to bring such complaints to the attention of the appropriate administrative head of the area in which they work.

iv Remedies

The first thing needed is official recognition of the importance of a language policy and the need for action: a resolution from senate or the governing board that the university is committed to inclusive language.

A RESOLUTION

It is hereby resolved:

- that all policy statements, human resource related nomenclature and other forms of correspondence originating from the administration of this institution reflect appropriate gender-neutral language;
- that the administration initiate discussions with the various collective bargaining units to approve a joint policy statement on gender neutral language and that the appropriate gender-neutral language be used in all subsequent collective agreements.

Next, this policy needs to be formally communicated to the members of the university.

ANNOUNCEMENT OF A UNIVERSITY POLICY

The Senate, the Board of Governors and the President have joined together in declaring that gender-biased language and language which stereotypes individuals or groups is not an acceptable form of communication at this University.

All existing official documents are to be revised to conform to this policy as they are updated from time to time. Similarly, all new documents are to be prepared within the terms of this policy.

Various mechanisms can then be set in place to ensure that members of the institution have access to instructions, advice and aid in conforming with the policy. Possible mechanisms include:

- incorporation of non-sexist usage into the institution's style guide, or a leaflet advising on sexist and non-sexist language;
- a central agency through which all official university documents, as well as handbooks, calendars and so forth, could be channelled;
- the establishment of procedures to remedy persistent use of sexist language or of gender harassment; sometimes this is dealt with by means of the procedures for cases of sexual harassment, especially where informal resolution procedures are in place;
- female representation among those speaking for the university, for instance, at convocations or in media appearances;
- continuing education and outreach; material on inclusive language should be routinely included, for instance, in orientation material or sessions for incoming students and new employees, management and supervisory training, publishing policies, grievance procedures, as well as women's studies conferences, research conferences, etc;
- workshops and meetings where women can discuss harassment they have encountered and how to deal with it, or where specialists in particular fields could develop a list of non-sexist terms for technical language unique to that area.

AREAS TO BE INCLUDED IN LANGUAGE GUIDELINES

General Rationale:

Example: “In order not to discriminate against members of either gender or members of minority groups, the University has adopted a policy of using bias-free and inclusive language.”

Names in Titles and Correspondence:

Example: if first name and gender of your correspondent are unknown, do not assume the person is male but use initials (B. Smith);

Example: titles should be consistent, so use Dr. Smith and Prof. Jones rather than Dr. Smith and Mrs. Jones.

Example: on official forms and in all dealings, people should be allowed the use of their chosen title, whether Ms, Mrs., Miss, Mr., Doctor or Professor.

Occupational Titles:

Example: although occupations may, in the past, have been traditional for one gender or the other, these categories are breaking down now, so use “cleaner” rather than “cleaning lady,” “police officer” rather than “policeman;” avoid terms that define by gender, such as “male nurse” unless it is strictly relevant; avoid terms such as “authoress,” which define women in terms of deviation from the (male) norm.

Attribution of Tasks:

Example: allocation of tasks on the basis of gender is also changing, so use “parents should make sure their children bring mittens” rather than “mothers should make sure . . .”

Use of Parallel Language:

Example: if physical appearance is a factor, describe both parties, as in “Her mother was a tall blonde woman and her father a stout silver-haired man,” or omit gender references altogether, as in “She has many academic accomplishments” instead of “she blends her many academic accomplishments with undeniable femininity.”

Use of Pronouns:

Example: use alternative sentences, such as “Secretaries should lock their offices on leaving” rather than “Each secretary should lock her office on leaving.”

A Listing of Alternative Terms:

For example:

biased language	**preferred usage**
Christian name	first name
girl (meaning adult female)	woman
maiden name	birth name
mail man	mail carrier
man-made	artificial
man the desk	staff the desk
newsman	reporter
workman	worker

General Points on Stereotyping:

Example: to avoid implying that all scientists are male, use "all scientists and their spouses are invited" rather than "all scientists and their wives . . ."');

Example: avoid assumptions that certain kinds of language are appropriate to one gender ("a man of strong convictions" but "a pushy woman" — anyone can have strong convictions).

Graphics:

Example: give due consideration to representation of women and members of minority groups in illustrations, ensuring for instance, that there are as many images of women as men playing sports, using lab. equipment, driving buses and as many images of men as of women caring for children.

Bibliography:

Include a short bibliography of readily available material.

Resources:

Indicate available university resources (such as the communications department) where help can be sought.

THE UNIVERSITY ENVIRONMENT: WOMEN IN NON-TRADITIONAL AREAS

i Introduction 159

ii Women in Non-Traditional Areas 159
  a Institutional Commitment 159
  b Institutional Preparation 159
  c Recruitment 160
  d Prevention of Attrition 161

iii Women in Non-Traditional Jobs 161

iv Women in Non-Traditional Programmes of Study 162

i Introduction

The term "women in non-traditional areas" tends to conjure up the image of women in hard hats, working in construction jobs. Although this is one valid area of concern (since universities do hire a considerable number of blue collar workers), in fact all those areas in which women are seriously under-represented — senior management, particular academic fields and the top-level professoriate — are "non-traditional" areas for women.

Integration of women in all these areas is to the direct benefit of employers seeking a pool of able and interested candidates, of educators seeking students of excellence and of women seeking interesting opportunities, new challenges and better potential earnings.

Data collection and analysis will indicate the exact distribution of women in these areas in the particular institution and form a basis for estimating needs, identifying problems and assessing progress.

One factor that requires special attention is the high rate of attrition of women in non-traditional areas. This can be remedied by taking active steps to make the workplace or classroom a hospitable environment for women (for instance, by the use of inclusive language), by means of "special measures" (such as bursaries earmarked for women students) to remedy the effects of past discrimination and by the provision of "support measures" (such as campus childcare) to give women equal access to employment and education.

This section is intended to serve as a summary, since many of the points and suggestions made here have been covered in more detail elsewhere in this handbook. Some considerations apply generally to the integration of women into traditionally male-dominated areas and these are presented first, followed by points specific to non-traditional jobs and non-traditional programmes of study.

ii Integration of Women into Non-Traditional Areas

a Institutional Commitment

Universities are responsible for ensuring fair treatment and equivalent opportunity to all students and staff. Yet certain jobs are still characterized by male-dominated, male-identified and often sexist environments. It is not routine for women to be found in these jobs, and when they are hired, it is as a minority in a potentially hostile workplace. It does them no service not to recognize these facts; the particular issues associated with women in non-traditional areas must be openly acknowledged and systematically addressed.

The institution as a whole must be clear and public on its commitment to its equity programme. Managers, department heads and instructors alike must make their support clear. Women are being selected, on the basis of ability, to work in the university. Fellow workers are expected to co-operate, and proper facilities must be provided.

b Institutional Preparation

Women cannot be expected to function well as a small minority in an environment which is not congenial or co-operative. The institution must follow up its commitment to hiring by making sure that women entering non-traditional areas are well-received.

Preparatory measures could include:

- assessment of the workplace and working conditions with a view to the particular needs and concerns of women;
- orientation sessions for new employees (academic and administrative staff) and new students, for supervisors and for existing staff; equity considerations should be made explicit;
- provision of adequate physical amenities, such as washrooms or special clothing; modification of procedures or equipment if they have been designed for workers of different physique;
- provision of mentors, networks with other staff/students in similar positions, possibly on a university-wide basis as departments may not, initially, have enough women to provide this resource.

c Recruitment

It is important to make potential female candidates aware that the range of non-traditional areas they can pursue is wide, interesting, possible and rewarding.

Considerations in recruiting include:

- recruiting materials and publications must stress, by means of language and graphics, that women are sought for these courses and these jobs;
- specific discussion of non-traditional opportunities for women (preferably with the aid of alumnae, women undergraduate and graduate students of those fields) should form part of the institution's regular liaison activities and information sessions;
- women should be hired and placed in cohorts as large as possible;
- internal recruitment could well attract women from more traditional areas to consider a change of field; training and apprenticeship programmes can be good investments in these cases; temporary secondment could serve as an introductory measure;
- transitional or bridging programmes will facilitate recruitment via upgrading; since many remedial programmes focus on language skills, courses in mathematics, science and technology must be included;
- admission/recruitment policies and procedures must be assessed to eliminate artificial or outdated barriers working against women;
- awards and financial assistance could be designated for sponsoring or retraining members of target groups (a "special measure" under human rights legislation).

d Prevention of Attrition

Women moving into male-dominated areas can encounter as many difficulties at work as they overcame in getting there. The best remedy for this situation, of course, is to increase the numbers of women in non-traditional areas. However, until proportional representation is achieved, it is important to avoid:

- continually emphasizing workers' minority status, whether with hostile intent or as a would-be joke;

- highlighting workers' status as women by remarks, however well-meaning, such as those about "brightening up the department";

- keeping workers in the spotlight so that they feel they cannot afford to take risks or make mistakes lest they let all women down;

- asking workers to serve as the "token" woman on committees and in other forums; this often means extra work of a kind not highly valued by universities;

- giving workers less informal support and direction, when they have few potential mentors to draw on; being isolated or excluded can be stressful as well as decreasing access to "network" information;

- valuing a different work style less highly, when women find themselves at odds with competitive approaches to scholarship or hierarchical methods of supervision or training;

- failing to recognize women's particular concerns with personal safety and security.

Positive reinforcement can be provided by recognition of concerns and achievements in campus media and within departments.

ii Women in Non-Traditional Jobs

In unionized settings, the commitment to employment equity and to the hiring of women in non-traditional areas can be a joint management-union one: proposals can be brought to the bargaining tables and included in collective agreements as part of an equity package. Unions can be a strong source of support and can also provide much helpful information, for instance via needs surveys of their members.

Perhaps the first consideration in hiring women into non-traditional jobs is the accurate definition and description of the job in question. Points to watch for include:

- realistic assessment of the physical effort, height or weight requirements involved; notions of size and strength may be confused; often a reasonable level of general fitness will do;

- objective determination of the extent to which given activities are an essential component of the tasks to be performed;

- consideration of part-time and job-sharing options; flexibility and variety in structure may well provide easier access for women with family responsibilities.

When women are being considered for these positions, factors to be borne in mind include:

- experience in other areas yields transferable skills; for example, mechanical aptitude can be well honed on the sewing machines, blenders, lawn mowers, bicycles and vacuum cleaners that women use and repair; carrying toddlers and infants is, in itself, a form of weight-training;

- assumptions should not be made about the stamina or interest-level of a qualified candidate; if, for instance, long hours in noisy, uncomfortable conditions are required, the candidate should be given the requisite information and allowed to make her own decision.

RESOURCES

Times Change Women's Employment Centre (Toronto)

WECC — Women's Employment and Counselling Centre (Toronto) (part of CEIC — Canada Employment and Immigration Commission)

WITT — Women in Trades and Technology (an 18 week course offering basic skills and orientation for technical and trades employment, available at various community colleges throughout Ontario by arrangement with the CEIC)

INTO — Introduction to Non-Traditional Occupations (an 8 week course similar to WITT, also provided by arrangement with the CEIC)

Employment and Immigration Canada's Women's Employment Co-ordinators — check your local branch

iv Women in Non-Traditional Programmes of Study

Although few employment equity co-ordinators are likely to be involved in activities directly related to the curriculum, they should be available as a resource for staff engaged in academic and personal counselling, for admissions and school liaison officers, for interested faculty members and special interest groups (representing students, women, minorities, community groups).

The increase in the number of women entering higher education has been both significant and rapid. Yet, at present, the subjects pursued by the majority of women students are those most at risk of devaluation, in both educational and labour market terms. Conversely, the subjects in which women are still few in number often have higher employment value and less vulnerable academic standing.

It is particularly critical to reach girls early in their school years while they are more receptive to new ideas and, equally importantly, will not yet have narrowed their opportunities (through streaming or self-selection) by dropping the mathematics and science courses they will need.

Contact with more advanced students and practitioners could give women a sense of areas as interesting, rewarding and demonstrably within their capacity. Other forms of outreach, not only to school-age students but also to adult learners and "re-entry" women, could include science days, summer mentorship programmes and co-ordinated visits to campus labs and industrial workplaces.

Provisions to facilitate women's access and progress in non-traditional courses could include:

- provision for transferring to mathematics and science streams, along with access to special workshops and catch-up programmes;
- cross-disciplinary programmes linking science with humanities and social sciences; public lectures and symposia placing scientific scholarship and research in a social and political context.

The classroom climate has been described as a chilly one for women; when they are a minority engaged in activity for which they have traditionally been considered unsuited, women feel the chill even more. The impact of their educational experience is revealed in their high rate of departure from the scene. Positive measures could include:

- inclusion in class material of research and scholarship by and about women;
- non-sexist curriculum content and materials;
- inclusion of classroom climate issues in student evaluations, faculty orientation and development programmes;
- availability of programme-related summer and part-time employment;
- access to support systems of more advanced students, to adequate counselling and to women role models;
- access to career planning information, professional networks in the field; information on employers committed to employment equity.

THE UNIVERSITY ENVIRONMENT: SAFETY AND SECURITY

i Introduction 167

ii Safety Concerns 167

iii Assessing the Situation 168

iv Reporting Procedures 168

v Police/Security Forces 169

vi Measures to Improve Campus Security 169

vii Education/Communication 170

i Introduction

Universities are responsible for providing a safe and secure environment for their employees. This task is more difficult for universities than for the average employer since large numbers of individuals — students, staff and visitors — must have access to many and varied buildings and services, frequently at irregular hours.

Universities vary in size, in location (in or near major metropolitan areas or smaller centres) and in composition (heavily residential or chiefly commuter-based). Most campuses, however, are easily accessible and favourable to assailants, because of the parking lots, dimly-lit open spaces (often landscaped with trees and bushes) and widely-spaced buildings which are vacant after hours.

Traditions of freedom and independence of movement and action work together with the provision of various necessary services to produce irregular working patterns. While not 24-hour institutions, universities must be accessible to many during evening hours and to some (for instance, laboratory technicians, computer workers, cleaning staff) at almost any hour. The same traditions, moreover, give rise to objections to any obtrusive presence of police or security officers.

ii Safety Concerns

Campus users should reasonably expect both their person and their property to be safe, within buildings and outside. In addition to guarding against ''gender-neutral'' crimes such as vandalism and theft, institutions need to consider preventive measures against physical violence (possibly involving racism or homophobia) and incidents of a sexual nature, directed mainly against women. Campus security measures must be responsive to the concerns identified by the women of the university, since women are more at risk than men and identify and perceive danger differently from men.

Women often respond to the constraints and unease they feel about security by restricting their normal activities. For example, they may refrain from enrolling in courses that have classes or examinations at night, from using the library or athletic facilities, from participating in extra-curricular activities in the evening or from taking a part-time job that requires their presence on the campus when it seems deserted. Thus they have less access to the campus and to university facilities (however necessary to the furtherance of their work) than do their male counterparts.

A threatening environment is one that does not look as if it is or can be controlled — precisely the way a campus environment is likely to appear. True safety requires not only the reality of safety but also the feeling of safety. It is important that campus safety measures neither reinforce feelings of helplessness nor impose a set of rules that apply only to women. To heighten both awareness and a sense of security, it is important that educational outreach keeps safety issues and precautions in the public eye.

It is vital to have in place an effective structure to deal with matters of security on a regular basis. Anxiety about safety and security typically rises with individual outrage following a personal experience or a general outcry in the aftermath of a highly public incident. Nonetheless, a continuing structure is needed, not only to respond in times of crisis, but also to ensure that fewer crises occur.

Those with primary responsibility for security cannot and should not work in isolation. It is essential to involve the relevant individuals and groups, for instance, vice presidents of student affairs, deans of students, as well as representatives of staff, student and women's organizations. In addition, the issues concern administrative departments in areas as varying as grounds maintenance, physical plant, signs and markings, parking, maps, communications, cleaning and food service staff, sexual harassment, discipline and residences, as well as the safety and security forces.

Security is an area where the co-ordinator's most useful function is, precisely, to co-ordinate, to provide a channel for communication. It may be useful to set up a users' committee that can take on the necessary liaison functions on a continuing basis, enabling a disparate group to pool resources and work together to resolve security concerns.

iii Assessing the Situation

Essential first steps include an assessment of the present situation:

- what is the composition and size of the security force? how does it compare with others serving similar campus communities?
- where are the high risk or problem areas (both inside and outside buildings)?
- are reporting procedures such as to encourage those with concerns or complaints to come forward?
- how is the response system monitored for reliability and consistency?
- are reports (and recommendations as necessary) on safety and security issued on a regular basis and in a form which the community understands and finds useful?
- are security personnel accessible, credible and sensitive, or is there evidence that complainants or victims are reluctant or discouraged, offences unreported, trouble spots undetected?
- if there is a director of security, how is that person made aware of equity concerns? does the director's office have formal (or informal) links with the equity functions of the university? is the co-ordinator involved in selection and appointment of directors?

iv Reporting Procedures

Fear is at the basis of most failure to report incidents: fear of lack of interest or unsympathetic treatment from the police, fear of publicity and embarrassment (particularly in a close-knit community), fear of reprisals.

Sexual harassment procedures offer models for ensuring confidentiality and reassurance. In all cases, the reliability of the authorities receiving the complaints is crucial: response to complaints must be quick, effective and sympathetic. This can be reinforced by public education about the authorities, procedures and issues involved in campus security.

v Police/Security Forces

Universities are not sanctuaries from the law and few now consider themselves to stand *in loco parentis*. Nonetheless, they are also communities with powerful traditions of freedom of thought and behaviour and are, on the whole, resistant to the imposition of outside authority.

In the past, universities have been reluctant to invoke the force of the law, even in cases of rape and assault. It is important to make sure that members of the university community know of this option and are allowed, indeed assisted, to use it. To discourage women from reporting to the police, either from the assumption that their powers of decision are impaired or from the university's natural desire to avoid public notice, encroaches on their right to redress.

In practice, universities tend to have their own security forces, of varying degrees of aptitude, knowledge of the particular university environment and efficiency. By and large, their background is in police work, an area where few have yet been sensitized to issues of equity. Some universities rely — occasionally on the basis of special arrangements — on local community police, while others employ their own security personnel. Rather than maintaining a campus police department, some institutions hire security guards whose primary responsibility is property protection. Student security patrols may be an additional measure.

In any case, it is crucial that the responsibilities and expectations of all parties be clearly defined and understood. Where there is a campus force, its mandate and powers in relation not only to the university community but also to "outside" police and the courts must be clearly stated. Security activities must be firmly placed in the context of equity programming, and equity concerns must not be allowed to fall between the university and police mandates.

The attitudes of campus security forces are likely to be highly traditional. The presence (or absence) of women on the force and the kinds of training received (or required) by university police can be significant factors in how they are perceived. Concern for equity issues must be integrated into ongoing recruitment and training procedures.

vi Measures to Improve Campus Security

Strategies to improve the personal safety of students and staff should be developed by the security department in consultation with the employment equity co-ordinator as well as student and staff organizations. A range of questions should be considered, including:

- staffing: are women adequately represented on the security force? have relevant staff, such as parking lot attendants, received training in equity issues?

- building access: have passcards and rekeying of locks been considered?

- lighting: do criteria exist for judging the adequacy of lighting arrangements? is there security lighting in campus buildings? are parking lots, garages and walkways adequately lit? are interior lights left on in academic buildings? are stolen or burnt out lights promptly replaced? is there adequate lighting for food service or cleaning staff working before or after daylight hours, especially in the winter?

- telephones: is there an adequate number of public telephones on campus? are there emergency telephones in elevators? are telephones clearly marked and readily visible? are the markings explicit and understood? are telephones at a height that can be reached by children and wheelchair users? do they have devices to increase the volume for the hearing impaired? do they connect directly (without dialling) with the campus security office and receive immediate response?

- reserved parking: are areas of parking lots, well-lit and near to heavily used buildings, set aside for those who are staying late at night? are these areas monitored, by security staff, by parking attendants working extended or variable hours, or possibly by TV?

- buddy system: are those leaving night classes encouraged to walk in groups to transportation?

- escort/transportation services: is a van or shuttle service provided? is it accessible to the mobility-impaired and capable (both physically and in terms of insurance coverage) of accommodating small children? how is personnel selected and trained? do they operate in pairs (ideally, one male, one female)?

vii Education/Communication

Preventive education can go a long way towards improving the campus environment and the expectations and responses of campus users. Projects could include:

- campus maps indicating heavily-used, lighted routes, buildings that are open longer hours (such as libraries), location of telephones, routes of security vans or shuttle services etc; these should be distributed to all campus workers and residents;

- publications, either pamphlets or items in campus media, describing crime prevention strategies;

- workshops and training programmes, both for security personnel (on safety issues and on sensitivity in dealing with complainants and assault victims), and for student and staff (on self-defence and assertiveness training);

- projects such as campus "walk-arounds," "Take Back the Night" marches, which can highlight the issues and empower women.

THE UNIVERSITY ENVIRONMENT: SEXUAL HARASSMENT

i Introduction 173

ii Sexual Harassment 173

iii Effects of Sexual Harassment 175
  a On People 175
  b On the University 175

iv Obligations of the University 176

v Sexual Harassment Policies 177

vi Procedures 178

vii Education and Outreach 178

viii The Work of an Advisor, Committee or Office 179

i Introduction

Although sexual harassment is one of the oldest forms of discrimination, acknowledgement of the issue and its effects is relatively recent.

Sexual harassment is any unwanted sexual attention which emphasizes sexual status over status as an individual, colleague, co-worker or student. It reflects and reinforces women's disadvantages in the workplace and on campus generally, implying that women are present only on sufferance. Its consequences include disruption of work and study and the breach of respect, co-operation and trust. Students, instructors and administrative staff have the right to work in an environment supportive of dignity and self esteem.

Sexual harassment is disturbing of itself but its effects are compounded when such conduct is backed by the authority of a teacher, supervisor or manager, since imbalance of power implies possible coercion. Faculty, in particular, have an authority unmatched elsewhere.

There is an employment dimension in the power of all those who evaluate students, since future employment depends on academic records and recommendations. Student employees, including teaching and research assistants, are particularly vulnerable since the same faculty member may have both academic and economic power over them. This power is exercised by both full- and part-time, junior and tenured faculty, as well as even the relatively young graders, laboratory instructors and teaching assistants. Most of these are men: more and more of their students are women.

The courts are now finding that employers who tolerate sexual harassment are legally responsible. Although universities are no longer thought to stand in loco parentis, their legal and moral responsibility to prevent sexual harassment is strong.

ii Sexual Harassment

Sexual harassment is specifically prohibited by the Canadian Human Rights Act, the Canada Labour Code and the Ontario Human Rights Code. In addition, sexual harassment has been expressly condemned by groups representing different sectors of the university community, for instance in the CAUT 1981 "Guidelines Concerning Professional Ethics and Professional Relationships" and in a 1982 resolution of the Ontario Federation of Students.

THE ONTARIO HUMAN RIGHTS CODE

Section 6

(3) Every person has a right to be free from,

(a) a sexual solicitation or advance made by a person in a position to confer, grant or deny a benefit or advancement to the person where the person making the solicitation or advance knows or ought reasonably to know that it is unwelcome; or

(b) a reprisal or a threat of reprisal for the rejection of a sexual solicitation or advance where the reprisal is made or threatened by a person in a position to confer, grant or deny a benefit or advancement to the person.

Section 9

(f) "harassment" means engaging in a course of vexatious comment or conduct that is known or ought reasonably to be known to be unwelcome;

Sexual harassment can be physical, verbal or both. It can include such behaviour as:

- suggestive jokes about sex or women
- comments about clothing, body or activities
- display of sexual pictures or materials
- leering, ogling, whistling, other suggestive or insulting sounds
- unwanted questions or comments about one's private life
- compromising invitations, sexual propositions or other pressure for sex
- unwanted physical contact, such as patting or pinching
- attempted or actual kissing, fondling or other body contact
- sexual assault.

Sexual harassment is mostly directed against women but can happen to men also; it can occur between members of the opposite or same sex. Among both students and staff, certain groups are particularly vulnerable:

- women in non-traditional fields, who are likely to be in a small minority, in competition with men for jobs and often seen as intruders in a masculine environment;
- graduate students, who work closely with supervisors and depend on them to a great extent;
- student employees, teaching and research assistants, who may work for a faculty member who has power over them both as student and as employee;
- doubly disadvantaged women such as lesbian or visible minority women who may be harassed as part of homophobia or racism;
- disabled women, who may be less able to defend themselves.

Another form of sexual harassment is gender harassment which takes the form of derogatory or degrading remarks about the members of one gender or one sexual preference group, most often women and gay people. This can happen in personal transactions, in group meetings, in classes or seminars. Even when not overtly directed at individuals, this undermines the integration into the workplace of members of the maligned group.

Gender harassment ranges from tasteless comments to implied threats. The barracks room humour of earlier times has lost what appropriateness it ever had and is now widely recognized as a form of sexual harassment, yet at one university, obscene comic strips in a student engineering journal were followed by mimed sexual assaults.

Gender harassment is discussed at greater length in the section "Non-Sexist Language."

iii Effects of Sexual Harassment

a Effects on the Person

People find the experience of sexual harassment difficult to talk about; they tend to diminish rather than to exaggerate the experience and to refer to it obliquely and awkwardly. Women, in particular, have often been conditioned to believe that they carry the responsibility for any sexual advances made to them, however inappropriate or unwelcome.

People who have been sexually harassed often feel tension, anger, self-blame, depression, powerlessness and loss of self esteem. Dropping out of particular courses or programmes, or even leaving the university, is a common response of students. Staff members and student employees are likely to resign from their jobs to avoid harassment from supervisors or co-workers.

For these reasons, sexual harassment is consistently under-reported. It is vital that clear procedures for remedy are known to be in place, and that all complaints be treated seriously. Only with considerable support will people seek remedies for harassment or therapy to help deal with its psychological consequences.

b Effects on the University

A department or unit in which sexual harassment occurs may experience various negative consequences, including:

- lower productivity;
- a poor work environment;
- adverse publicity, within the university or within the larger community;
- increased costs in recruiting, hiring and training because of loss of staff;
- added health care costs because of the effects on psychological and physical health of individuals;
- possible costs of wrongful dismissal suit if an individual leaves because of harassment.

iv Obligations of the University

ONTARIO HUMAN RIGHTS CODE

Every person has a right to equal treatment with respect to employment without discrimination because of . . . sex. s.4(1)

Every person who is an employee has a right to freedom from harassment in the workplace because of sex by his or her employer or agent of the employer or by another employee. s.6(2)

Under the Ontario Human Rights Code, employers are obliged to provide a work place free of harassment, and employers, supervisors and managers are legally obliged to take action when harassment occurs.

If an employee resigns because of sexual harassment, this is not considered a voluntary severance. Under the terms of the Employment Standards Act, it would be considered a "constructive dismissal" — because of an unbearable work environment. Thus the university could be liable for a wrongful dismissal charge.

It is not yet clear whether the Ontario Human Rights Code protection extends to students harassed by other students. The Human Rights Commission has accepted complaints from students but, to date, these cases have been settled through conciliation. Such cases may be covered under the "access to services and facilities" provision in section 1 of the Code. Regardless of this uncertainty, the university has a special responsibility to ensure that protection is available to students who may be subject to peer harassment.

To ensure an environment free of sexual harassment, steps for a university would include:

- adopting a policy prohibiting sexual harassment;
- entrusting some office or officials with the task of enforcing this policy;
- setting up formal and informal procedures for complaint resolution;
- ensuring, through educational outreach, that people know the facts about sexual harassment, as well as their rights and responsibilities.

Nearly all Ontario universities have now adopted formal policies against sexual harassment. In most universities, policies are specific to this issue but some include sexual harassment in their union grievance or human rights complaints procedures. Few universities have sexual harassment advisors and only one has a centre for education, advice and complaint resolution.

Provisions have come about in various ways: as part of collective agreements, at the insistence of women's groups or by the recommendation of university committees.

v Sexual Harassment Policies

The university's formal statement against sexual harassment should be proclaimed at the highest level, by the board of governors, academic senate or governing council, to demonstrate the university's commitment to ensuring a university environment free of sexual harassment.

The policy statement may include procedural measures, statements of accountability or pledges to support a committee, office, advisor or centre. To be clear, it must contain a definition of what is understood by the term "sexual harassment." The purpose of the definition is not to present an exhaustive list of prohibited behaviours, but to establish guidelines.

Various definitions are available but the definition should include:

- harassing behaviour which is sexually based or oriented;
- verbal, physical, visual and psychological pressure;
- any sexual advance or proposition that has, or may appear to have, employment or academic consequences.

A RESOLUTION ON SEXUAL HARASSMENT

Behaviour constituting sexual harassment is considered incompatible with the standard of conduct of a member of this University, whether student, faculty or staff.

A SEXUAL HARASSMENT POLICY

Sexual harassment in any form is expressly prohibited in this university.

Sexual harassment is defined as unwelcome sexual advances, requests for sexual compliance or other verbal or physical conduct of a sexual nature when:

- submission is made (explicitly or implicitly) a condition of employment or a basis for employment decisions;
- harassment interferes with work performance or creates an intimidating, hostile or offensive work environment.

Management is responsible for communicating this policy to all campus users and will investigate and take action on alleged incidents of harassment.

vi Procedures

Even when a sexual harassment policy has not been established, a variety of procedures for dealing with sexual harassment already exist, though general knowledge about their extent and processes may not be at a high level. These include appeal to authorities both internal and external to the university community. External routes of complaint include:

- criminal proceedings: the complainant approaches the police, who then collect evidence and lay criminal charges, for instance, in cases of assault;
- the Ontario Human Rights Commission: a complaint is lodged with the Commission who then investigate, adjudicate and issue a decision.

Internal routes include:

- union proceedings: collective agreements may explicitly include sexual harassment complaint procedures; a complainant covered by such as collective agreement could approach management with a formal complaint;
- presidential disciplinary authority over students: university authority may be delegated to colleges, a vice president of student affairs or a dean of students; complaints would be referred to the relevant authority (procedures may be found in a code of student rights and responsibilities).
- all collective agreements have a "management rights" clause which permits the university administration to impose discipline for just cause; unions could represent either party in these proceedings and would be able to appeal afterwards if they felt that "just cause" for discipline had not been demonstrated.

Although various routes of complaint and redress already exist, the institution should establish centralized procedures which would be uniform and fair — and extend to everyone on campus. Due process must be stressed, that is, the procedures established must be fair and be seen to be fair by all parties. For more detailed considerations on setting up procedures, please see Appendix 5 at the end of this handbook.

Both formal and informal complaint routes should be provided. Complainants, particularly women, may opt for a less public and confrontational approach than litigation. Mediation and other informal procedures have the advantage of not forcing a win/lose situation. They are more likely to result in a resolution in which people can go on working together, possibly on a basis of improved understanding.

vii Education and Outreach

Education should probably be the major function of a sexual harassment prevention advisor or office, since most of those suffering sexual harassment will not come forward for advice or arbitration. By explaining the facts about sexual harassment, and by demonstrating that the university will not tolerate such behaviour, many future situations can be avoided.

Education and outreach can take many forms — workshops, leaflets, circulation of the university policy (in the form of a flyer, perhaps) or videos. In addition, training sessions can be provided for administrators and supervisors. The following basic information must be covered:

- misapprehensions about the nature and extent of sexual harassment need to be corrected, for instance, that "jokes" are not harassment because they're not serious or that mild harassment, such as an unwanted hug, is permissible because it is kindly meant;
- opposition to sexual harassment should be shown to be a matter of university policy and not an over-reaction on the part of feminists/equity co-ordinators/women;
- possible consequences for harassers should be clearly delineated;
- both formal and informal complaint routes should be mentioned, and confidentiality stressed.

A film on sexual harassment in university situations, directed toward students, produced by the sexual harassment office at the University of Western Ontario, is

Breaking the Trust
Distributed by Ken Murch Productions

Other films dealing with employees are available from the Ontario Women's Directorate.

A particular concern is that education about sexual harassment be integrated into the relevant university processes and not left as the responsibility of one individual or one office.

Some areas include:

- supervisory and managerial training; also, training for academic employees (deans, department chairs) in managerial positions;
- routine orientation sessions for all new employees;
- all student services, including residence personnel and student government agencies;
- union negotiations;
- material on the university circulated to students;
- university publicity.

viii The Work of an Advisor, Committee or Office

In establishing an agency to deal with issues of sexual harassment, the major consideration is the emphasis of the work to be carried out. An office may concentrate on either advocacy or investigation, but it would be hard to balance both. In either case, education and outreach are essential.

An investigation-oriented office may receive greater co-operation from unions and university administrators, but it may tend to be perceived as judgmental or adversarial in its contacts with the university community.

Where the emphasis is on education and advocacy, staff tend to be perceived as friendly and helpful to those likely to be harassed. Expecting a less judgmental response, individuals will be more inclined to seek help or advice. The role of staff in relation to those subject to harassment is less of redress than of empowerment.

A committee or office whose main function is education is at an advantage in taking initiatives; it does not need to wait for complaints in order to act. It can more easily convey the message that sexual harassment is illegal and also unacceptable, specifically in the university context.

It is important for the unit to be independent and to be seen to be independent. Therefore, it must not be identified or aligned with any particular office or part of the university structure, but rather funded centrally by the university and drawing on broadly-based representation.

The same considerations in choice of staff and reporting relationships apply as those outlined in the section "The Office of the Co-ordinator" (see earlier in this handbook). It is, of course, vital to work with the co-operation of the unions, faculty associations and those administrators who have been handling harassment prevention and complaints procedures up to this point.

Inclusion in the staff of a student officer or liaison person may facilitate student contacts and can provide more effective presentation to student groups. The model of a team or committee of officers has been tried, and is useful in providing the presence of a man (in the case of a two-person team) and of representatives of minority communities.

Tasks could include:

- educating and sensitizing the university community about sexual harassment issues;
- dealing with allegations of sexual harassment by means of established policies and procedures (see above);
- providing advice to all parties in situations where sexual harassment may be an issue;
- keeping records and collecting statistics on the incidence and distribution in the community of sexual harassment;
- facilitating interaction in sexual harassment proceedings with other university officers concerned, such as deans and personnel directors;
- referring either party in a complaint to a counsellor or therapist, if necessary;
- aiding either party in a complaint to obtain assistance in advocacy or mediation.

A good network for those working with sexual harassment issues is the annual

Canadian Universities' National Conference of Sexual Harassment Advisors

For information, please contact the Council of Ontario Universities.

THE UNIVERSITY ENVIRONMENT

TEACHING AND SCHOLARSHIP

i Introduction 183

ii What is Taught: the Curriculum 184

iii Women's Studies and Feminist Scholarship 185

iv The Instructor: the Chilly Classroom Climate 186

v From Student to Instructor: Progression through the University 187

vi Part-time Students 187

i Introduction.

Teaching, the transmission of knowledge to students, is perhaps the area of the academic enterprise that seems the farthest removed from employment equity. Yet it is evident that the three main elements in the process — what is taught, how it is taught and to whom it is taught — all have significant impact on equity.

Students not only respond and contribute to the general climate on campus, they also form the pool from which future faculty and administrative staff will be recruited. Both female and male students learn, from the attitudes and knowledge taught in their courses, the role of men and women in the university.

The corpus of knowledge taught in the university has been put together, mostly by men, for purposes related to a public world which has generally been a male domain. Students, among whom women now form a majority overall, are taught by instructors who are mostly men. It is worth pointing out, in this context, that the proportion of women in the university decreases steadily from the undergraduate level (over 50%) through to senior faculty levels (about 16%).

It is in the area of teaching that instructors have the most unquestioned power over students. The university's commitment to freedom of thought allows tenured instructors to present (and reward with high grades) any interpretation they find appropriate, within the unenforced limits of "academic objectivity." There are few additional rewards for "good" teachers, but "bad" teachers are virtually invulnerable.

The traditional curriculum largely omits the activities of women, including them as additions ("meanwhile, the women . . .") or exceptions ("women, on the other hand . . ."). For instance, there may be one course on "Women and Society" while forty more deal with other aspects of social life.

More subtly, women students are marginalized by the way they are treated. They may be downgraded by being treated as less valid learners than the men. Or they may face behaviour ranging from implicitly sexist comments or judgments, through overt sexism in language and image, to outright sexual harassment. The university's assumptions about the autonomy of instructors can, in practice, mean a lack of attention to misogyny so long-established it is often genuinely invisible to its practitioners.

Alterations in instructional practice and attitude comprise a delicate area — and with good reason. No one wants prejudice or bigotry to be imposed in the name of some utopian vision. But there are some possible mechanisms for working on educational equity in the university, such as:

- adoption of guidelines by the proper academic governing bodies (senates, faculty councils, etc.);

- evaluation of teaching performance for the purpose of appointment, promotions or tenure; with the co-operation of faculty associations or unions, a university can establish as part of such evaluation the consideration of responsiveness to university policy.

It may be advisable to establish a special committee on educational equity to assess the situation and look into the most appropriate forms of action. Any committee with this mandate would need high-level backing, explicit authority and excellent public relations skills.

ii What is Taught: the Curriculum

It is generally accepted that knowledge cannot be pure, objective and untouched by its purveyors' situation and interests. The university is responsible for instruction, not just in facts, but also in attitudes and capabilities. Students need to be taught how to recognize differences of perspective and how to identify and reduce bias. They should be taught the capacity to demystify, so that realistic choices can be made, both in scholarship and in the manipulative and often misleading environment in which they will earn their livings and live their lives.

There is now a significant body of material analyzing different subject areas and discussing the way in which the exclusion or misrepresentation of women has deformed the various fields. This material has been developed in Women's Studies and often remains unknown elsewhere. Without the awareness it produces, university instruction may well continue to reinforce in men and women adherence to outmoded notions of the objective truth — and women's role. Resources, release time and funds could be provided for considering the curricular implications of feminist research. Contexts within which material on women, feminist perspectives and new perspectives on teaching can be brought into the curriculum include:

- orientation sessions for teaching assistants, new faculty, and new academic administrators;
- existing programmes for improving or upgrading teaching skills;
- routine or special seminars, workshops or conferences.

Messages are given by course titles as well as by what areas are taught. "Man and the Conquest of Nature," for instance, may or may not represent accurately a notion that male human beings produced the advancement of the human race by dominating the rest of creation. Instructors would need to be sure they wished either to give such an impression or to teach such a course. Similarly, the juxtaposition of two courses, "The Industrial Revolution in Europe" and "Women in the Eighteenth and Nineteenth Centuries," incorrectly implies both that women played no role in industrial production and that women's history (and therefore women) are relatively unimportant, since two centuries of their history, presumably worldwide, can be handled in one single course. The effect on women students will range from feeling trivialized through feeling angry, excluded and inappropriate — not a climate conducive to academic excellence.

The range of existing courses is not graven in stone. Most Ontario universities now have some sort of Women's Studies programme at the undergraduate level and several are developing graduate programmes. This indicates concern both for women and for expanding scholarship in the field.

Although a Women's Studies programme is essential as a spur and encouragement, the problem of ghettoization is a real one. It is all too easy for departments to disregard the general implications of scholarship on women with the excuse that the Women's Studies courses or programmes take care of "all that." Here the issue is what is called "mainstreaming" or "gender balancing of the curriculum" — the integration of material supportive of equity into existing systems.

iii Women's Studies and Feminist Scholarship

Women's Studies programmes, focussing on women as subject matter and using feminist perspectives, have mostly started within the last few years; none are old in university terms. They fit only with difficulty into the university structures, since they are likely both to be interdisciplinary and to have a large component of concern for social action. In addition, the existence of such programmes is an implicit criticism of the university for its neglect of women's knowledge and perspectives.

Although the majority of university instructors are men trained in traditional disciplines, the majority of instructors (and students) in Women's Studies programmes are women. Further, Women's Studies is likely to incorporate commitment to a less authoritarian or hierarchical model of teacher-student relations and to a more eclectic range of modes of scholarship. The conventional practices of the university tend to devalue such procedures, to the disadvantage of the scholars and students involved.

Women faculty who concentrate on Women's Studies may encounter difficulty in relation to promotion procedures, since there are few senior people in their field to legitimate or evaluate their work. In addition, if they shift to Women's Studies from a more recognized field, they may be perceived as unprofessional and as having abandoned scholarship for propaganda.

Graduate students may be steered away from the area by advisors who do not perceive Women's Studies as a valid career option. If they persist, they may find themselves ranked low at the scholarship, fellowship, examination or dissertation stage. They will certainly experience difficulties with indifferent or even hostile instructors and fellow students.

Women's Studies journals are not perceived as scholarly, although they usually follow standard procedures for assessment of manuscripts. Courses in Women's Studies may experience difficulty in obtaining approval and be allocated to temporary instructors, giving the impression to students that scholarship on and by women is less valuable than other forms of scholarship.

Students, instructors, courses, and programmes in Women's Studies therefore need all the help they can get. Co-ordinators should be prepared to support:

- ancillary services such as Women's Studies libraries or resource centres;

- women's caucuses and buddy systems to assist both undergraduate and graduate students;

- educational programmes to make faculty members and administrators more aware of the academic standing of research in Women's Studies;

- faculty women's networks;

- recourse against sexist response to feminist courses or instructors, possibly via the procedures for complaint against gender harassment and sexual harassment;

- references in publications (including those from the co-ordinator's office) to those academic programmes related to Women's Studies and to the achievements of scholars, instructors and students in this area.

iv Instructors: The Chilly Climate.

Overtly discriminatory treatment of students is illegal and generally subject to social disapproval. But established structures of classroom behaviour often display (or constitute) what have been called "micro-inequities."

Sexist language is not only exclusive in its effects ("When the researcher considers this problem, he will find . . .") but also inaccurately depicts facts ("Economic prosperity meant that more Canadians could take their wives abroad . . ."). For further discussion, please see the section "Non-Sexist Language."

In addition, instructors must pay careful attention to their tone and general behaviour to see whether, unconsciously, they are tending to discourage women students. They must also avoid encouraging or condoning the tendency of male students to marginalize women's classroom contributions. These considerations are as pertinent in large and small classes, seminars, lectures and conferences as well as in writing or math workshops. Tendencies to watch for include:

- women students are more frequently interrupted;
- women students are discouraged from writing or doing research on topics deemed "inappropriate" for women;
- instructors make more frequent eye contact with male students, giving them greater acknowledgement and encouragement;
- women instructors, who are women students' role models, are treated as dependents of male mentors rather than as colleagues or more attention is given to their gender than their academic status;
- women students are praised for luck or diligence, while male students are praised for intellectual capability;
- emphasis on the odds against women's academic or other success seems to discourage efforts to excel or to continue academic work;
- efforts to assist women, based on awareness of their disadvantages, may become patronizing or interfere with development of autonomy;
- personal rather than intellectual considerations are assumed to affect women's academic decisions more than those of men;
- jokes about women are considered amusing because men find them funny; women may not feel in a position to object and their silence is taken as consent.

Women who are also part of minority groups may well find the problem aggravated, by racism, for instance, or homophobia. Older women are particularly likely to be dismissed as "not really serious students," since they least fit the traditional notion of "student" and may in fact have somewhat different goals than younger students.

v From Student to Instructor: Progression through the University

Women now compose the majority of undergraduate students, and this is sometimes cited as evidence that problems of access no longer exist for women. (In fact, women are the majority only if part-time students are included.)

Women are, by and large, better students (outnumbering men on the Dean's Honour List, for instance) and now receive the majority of undergraduate degrees. Yet, although their share of graduate degrees has increased, it still lags in the non-traditional areas (see the section "Women in Non-Traditional Areas"). Overall, women still compose less than 50% of graduate students. They are unevenly distributed among programmes of study, largely retaining the pattern of concentration that keeps women in humanities and some social sciences and out of engineering and the so-called hard sciences such as physics and chemistry.

Employment consequences include the slow movement of women into male-dominated areas of employment, areas which have both the highest salaries and the most speedy rate of expansion. They also include the slow growth of a pool of women instructors in the same fields, already a major problem for the universities' attempts to create a faculty more balanced in gender terms (with consequent impact on a balanced curriculum).

The university should:

- record, assess and make public the application, acceptance, and completion rates of women (as compared to men) in the different fields of study and programmes at both graduate and undergraduate level, as well as the award of scholarships, bursaries, etc.;

- recruit and encourage women students in areas of study where they are scarce; outreach programmes to high schools are useful here, also mentor and buddy systems using students already established; — examine the level and role of women instructors in such fields; if role models are scarce, eminent women may be brought in as visitors or on visiting academic appointments to serve as role models;

- provide ancillary services to deal with consequences of past discrimination and biased education, e.g. math. and math. anxiety workshops, computer training for women.

vi Part-time Students

Women are represented in disproportionately large numbers among part-time students (including those who are working as well as attending school and those needing to study part-time because of family responsibilities, often sole-support mothers). These students are ineligible for many sorts of services and support. For instance:

- scholarships may require a higher grade-point average for part-timers or simply exclude them;

- part-time graduate students are not allowed to hold teaching or research assistantships;

- part-time students who must take courses in the evening often find only a limited range of courses available.

In the context of employment equity, it should be remembered that many part-timers are attempting to up-grade qualifications to make progress in a workforce that generally tends to devalue their contributions. It should be noted also that working students who are women will be able to earn far less than comparable men students.

The co-ordinator should be therefore be concerned about the following:

- part-time status should not be defined in a way that penalizes it; this punishes especially those forced into it for domestic or financial reasons;
- scholarships and other financial support should be available to part-time students;
- special counselling and support systems should be available for part-time students.

Appendix 1

"WOMEN IN THE UNIVERSITIES OF ONTARIO"

Report of the Committee on the Status of Women,
Council of Ontario Universities

WOMEN IN THE UNIVERSITIES OF ONTARIO

The following report was prepared by COU's Committee on the Status of Women in Ontario Universities, formed in June 1985. The recommendations of the report were adopted by COU on 10 April 1987. Council now encourages the widespread diffusion of these recommendations within the Ontario university community.

Simple fairness, as well as the need for our society to make the best use of its human resources, are basic principles that underlie equitable treatment for women in education and employment. As institutions which provide education and training at the highest level, universities can create a study environment that encourages all students, regardless of gender, to take full advantage of the educational opportunities open to them, and a working environment that exemplifies fairness in employment policies and practices.

In the last two years, a number of initiatives at both the federal and provincial levels have reinforced the activities that the Ontario universities had already begun to undertake to enhance university life for women students and employees. The Employment Equity Incentive grants, the Faculty Renewal Fund, and the federal government's Contractors' Program have all provided extra incentives to participating institutions to review policies and practices and document progress in employment equity. In addition, legislation providing for pay equity in the broader public sector will soon be in place in Ontario.

Most Ontario universities now have a policy variously termed affirmative action, employment equity or equal opportunity and, with staff assistance supported in part by the Employment Equity Incentive funding, have undertaken to implement these policies by means of defined, staged programmes. Besides steps taken at individual institutions, the Council of Ontario Universities has demonstrated its commitment to women in the university community by establishing the Committee on the Status of Women in Ontario Universities in the summer of 1985. The present report is intended to help the universities further develop and refine their employment and educational equity policies.

The statistical evidence shows that there is still work to be done. In universities, as in the economy as a whole, women most frequently work in low-paying unskilled, clerical and service positions. Unfortunately, data on non-academic staff have not been routinely collected across the Ontario university system. However, a 1985-86 survey showed that while women held 57.3% of full-time non-academic positions, only 10.2% of employees in upper-management and 33.1% of those in middle-management positions were women. An analysis of the middle management group demonstrated that 59% of the men as compared with 24% of the women received salaries of $33,000 or higher. And there has not yet been a woman president of an Ontario university.

In 1984-85, women made up 48%, 42% and 35% of the full-time students in undergraduate, masters and doctoral programmes respectively. These figures mask very large discipline disparities. Women in engineering and applied science and in mathematics and physical sciences continue to be a small minority at all levels. Although data for exact comparisons are not available, there is evidence that a higher proportion of women than of men do not complete graduate programmes. If women are to participate fully in an increasingly technological society they must be encouraged and given full opportunities to enter the disciplines in which they have been traditionally under-represented.

More women might be attracted to graduate programmes if there were more women faculty members to serve as mentors and role models. While representation of women in most university programmes has been steadily increasing throughout the post-war period, hiring of women faculty has proceeded at a slower pace. In fact, the 1936 level of 12.8% was not matched until the mid-seventies. Between 1970-71 and 1984-85, the proportion of full-time women faculty only increased from 12% to 16%. As with graduate students, there are considerable discipline disparities, with the highest proportion of women faculty in fine arts and the health professions (23%) and the lowest in engineering (2%) and physical sciences (6%).

Universities are places of study and work, and, for some, living as well; they constitute social environments of a more or less encompassing character. As such, the social and emotional climate of the university can affect women and men differently, whether they be faculty, support staff or students. While the universities of Ontario may differ in the degree to which life on campus is separate from or coextensive with life in the larger community of which it is a part, all universities must be sensitive to gender differences which pervade experiences of participation in university life. Moreover, there must be recognition that minority and handicapped women may be especially disadvantaged in their efforts to participate fully in the university experience.

The Committee on the Status of Women, having considered all of the above, makes the following recommendations to Council in four areas: non-academic staff, graduate students, faculty and general university climate.

NON-ACADEMIC STAFF

It is recommended that the Council of Ontario Universities encourage its members to provide equitable career opportunities for all non-academic employees. To this end, the Committee on the Status of Women suggests that each institution consider undertaking the following initiatives:

1. A review of personnel policies and practices as part of the process of developing employment equity programmes. This review should include an examination of job descriptions, job classifications and recruitment procedures with a view to eliminating any unconscious barriers in the form of gender based assumptions, language or stereotyping.

2. The inclusion in all programmes developed pursuant to institutional affirmative action or employment equity policy statements quantified goals or targets (where and as soon as these can be determined) for the recruitment and promotion of women and time frames for their achievement.

3. The active recruitment and promotion of women into middle management and senior administrative positions.

4. The development and wide dissemination of training programmes which will provide employees, particularly those in clerical and secretarial positions, with the qualifications for promotion to middle management or senior administrative positions.

5. The retraining of women employees to fill positions within the university which have traditionally been considered to be male jobs. At the same time, men should be encouraged to develop skills which would enable them to be employed in what have been considered traditionally female jobs.

It is further recommended that the Council of Ontario Universities begin to collect system-wide data on non-academic staff on a regular, comprehensive, and standardized basis in order to monitor the results of the above ongoing recruitment, promotion and training programmes.

GRADUATE STUDENTS

It is recommended that the Council of Ontario Universities encourage its members to ensure equitable treatment for women graduate students and work to increase the proportion of women completing doctoral degrees in all disciplines. To these ends, the Committee on the Status of Women suggests that each institution consider undertaking the following initiatives:

1. The development of a plan to increase the proportion of women who enter and successfully complete graduate programmes, particularly those in which they are presently under-represented.
2. The inclusion in its plan of the following components:
    a. strategies to inform undergraduates of their opportunities and of the careers of successful women in all disciplines, including such activities as meetings among undergraduates, women graduate students and women faculty members.
    b. a means of ensuring that there is no systemic discrimination operating to affect women's admission to and success in graduate school.
    c. a programme of scholarships for women to encourage, in particular, their entry into non-traditional disciplines or their entry into graduate study after some years away from university.
    d. the development of support systems for women graduate students.
    e. a means of increasing the number of women faculty members to act as advisors, mentors, sponsors and role models to women graduate students.
3. The monitoring of the qualifications and numbers of both men and women applying to, admitted to and successfully completing graduate programmes.
4. A study of the problems that cause women to drop out of graduate school.

It is further recommended that the Council of Ontario Universities encourage its member institutions to share their findings and their strategies in the above areas through OCGS or a biennial conference on these issues.

FACULTY

It is recommended that the Council of Ontario Universities encourage its members to increase the percentage of women faculty and ensure equitable treatment in all aspects of the academic career. To these ends, the Committee on the Status of Women suggests that each institution consider undertaking the following initiatives:

1. The development of an internal Faculty Renewal Plan that will ensure more equal representation of women among the professoriate.

2. The inclusion in its plan of the following components:

    a. a specification of numbers to be achieved and a timetable for that, in accordance with the supply of doctorally prepared candidates and with the aim of having the female/male ratio of the faculty reflect the female/male ratio of the students, by Faculty;

    b. the establishment of a special fund for the creation of new positions for women faculty, for the provision of incentives for the hiring of more women, for bridge financing of positions in light of eventual retirements;

    c. the institution of search procedures more likely to produce more women candidates;

    d. the presence of women faculty on appointments, tenure and promotion committees;

    e. annual reporting of the female/male breakdown of applicants, short-listed candidates, interviewees, offers, appointments and conditions of appointment (rank, tenure status, salary, full-time or part-time) for vacant positions.

3. A recognition of the family responsibilities of most women faculty and hence a certain flexibility in the timing of such career decisions as tenure and promotion.

4. An assurance of equal pay for equal work.

CLIMATE OF THE UNIVERSITY

It is recommended that the Council of Ontario Universities encourage its members to create a campus environment that is in all aspects free of gender bias. To this end, the Committee on the Status of Women suggests that each institution undertake the following initiatives:

1. An explicit, well publicized statement, through its highest executive officers, of the university's commitment to producing a climate of work, study and life which is equitable in respect of gender.

2. The elimination of gender bias in communication and treatment by:

    a. developing an explicit set of policies and procedures prohibiting sexual harassment.

    b. requiring gender-inclusive language and imagery in all university publications, documents, curricula and classroom and work settings.

    c. establishing grievance procedures, available to all members of the university community, making gender-bias grievable.

3. The assurance of safety and security for all students and employees by:

   a. having safety and security standards which are adequate to protect all members of the university community from attack or other harm, including the provision of adequate lighting at all times, emergency lift phones and response systems, and perhaps shuttle bus and/or security escort services.

   b. having health and safety standards which are adequate for the protection of the physical well-being of all members of the university community, including protection from hazardous processes and substances, and adequate lavatory facilities.

4. The assurance that non-academic programmes and services are free of gender-bias by:

   a. having health, counselling, career-opportunity and other services which are sensitive to the gender-specific needs of all clientele;

   b. providing athletic and other recreational programmes and facilities which are gender-equitable in terms of budgeting, access, equipment, instruction, services and user fees;

   c. making a commitment to funding a campus Women's Centre.

5. An explicit and fair recognition of the relevance of family responsibilities of all members of the university community in respect of all matters affecting their status in the university, including:

   a. parental leave policies;

   b. adequate childcare of both a regular and an emergency nature, which is accessible in terms of both cost and hours of availability.

   c. flexible scheduling of all academic and non-academic tasks.

CONCLUSION

The Committee on the Status of Women looks forward to endorsation of the above recommendations by the Council of Ontario Universities and would be pleased to work with member institutions in the implementation of the proposals.

Appendix 2

The Ontario Human Rights Commisssion

EMPLOYMENT APPLICATION FORM

AND

INTERVIEW GUIDELINES

CATEGORY	QUESTIONS ON APPLICATION FORMS	QUESTIONS AT PERSONAL EMPLOYMENT INTERVIEWS
Birthplace, Ancestry, Ethnic Origin Place of	*Appropriate* Nil (see footnotes 1 and 2) *Inappropriate* Inquiries which would elicit information about these or related subjects.	*Inappropriate* A special interest organization[2] serving people identified by a prohibited ground of discrimination may inquire about such status if having that status is a genuine and reasonable requirement for the job in question. (see also footnotes 1 and 2) *Inappropriate* All other inquiries.
Sex, Sexual Orientation, Marital Status, Family Status	*Appropriate* Applicant may be asked about ability to travel or relocate if information is relevant to the job in question. (see footnotes 1 and 2) *Inappropriate* Categories and inquiries as to: height and weight; married; divorced; common-law; single; separated; maiden or birth name; asking applicant to select one of Mr., Miss, Mrs. or Ms.; children or dependents; child care arrangements; child-bearing plans; pregnancy; birth control; information about spouse (e.g. is spouse subject/willing to transfer); second income; insurance beneficiaries; relationship of person to be notified in case of emergency.	*Appropriate* An applicant may be asked his or her relationship to other employees if the employer has a nepotism or anti-nepotism policy regarding spouses, children or parents of the employer or an employee. (see also footnotes 1, 2 and 4) *Inappropriate* All other inquiries including those prohibited on application forms *Note* Inquiries about sex, marital status or dependents which are pertinent to an employee superannuation, pension or insurance plan may be made after hiring.
Age (18-65)	*Appropriate* "Are you between the ages of 18 and 65?" (see footnotes 1, 2 and 4) *Inappropriate* Inquiries about age, date of birth or requests for birth or baptismal records, or other documents that indicate age. Specifically, an applicant should not be asked to produce a valid driver's licence or to provide a driver's licence number.	*Appropriate* If the job requires the operation of a motor vehicle, proof of a valid driver's licence may be asked for during the interview. (see also footnotes 1, 2 and 4) *Inappropriate* All other inquiries. *Note* After hiring, the employee may be asked for proof of age, and inquiries may be made about age which are relevant to an employee superannuation, pension or insurance plan.

CATEGORY	QUESTIONS ON APPLICATION FORMS		QUESTIONS AT PERSONAL EMPLOYMENT INTERVIEWS	
Race, Colour	*Appropriate*	Nil (see footnotes 1 and 2)	*Appropriate*	Nil (see also footnotes 1 and 2)
	Inappropriate	Inquiries which would elicit information about race or colour, such as physical characteristics — colour of eyes, hair; height and weight, or photographs.	*Inappropriate*	See under application forms.
Religion, Creed	*Appropriate*	Nil (see footnotes 1 and 2)	*Appropriate*	(see footnotes 1 and 2)
	Inappropriate	Inquiries about religious affiliation, churches attended, religious holidays, customs observed, willingness to work on a specific religious holiday.	*Inappropriate*	See under application forms.
Citizenship	*Appropriate*	"Are you legally entitled to work in Canada?" (see footnotes 1 and 2)	*Appropriate*	See under application forms, except that inquiries may be made about Canadian Citizenship if: • Canadian citizenship is required by law for the particular job; • Canadian citizenship or permanent resident status is required to foster participation in cultural, educational, trade union or athletic activities by Canadians or landed immigrants; or • the position is a chief or senior executive position and the organization requires that the holder to be a Canadian citizen or to be domiciled in Canada with the intention to become a Canadian citizen. (see also footnotes 1 and 2). An applicant may be asked to provide proof of eligibility to work in Canada.
	Inappropriate	Inquiries about and categories such as Canadian citizen/landed immigrant; permanent resident; native born/naturalized; date citizenship was received; citizenship of parent/spouse.	*Inappropriate*	See under application forms, except as noted above.

CATEGORY	**QUESTIONS ON APPLICATION FORMS**		**QUESTIONS AT PERSONAL EMPLOYMENT INTERVIEWS**	
Education	*Appropriate*	Job-related inquiries such as: grade/level completed; degrees/diploma/level obtained; course(s) of study.	*Appropriate*	Job-related inquiries designed to determine the merits of an applicant's qualifications, including verification of educational background.
	Inappropriate	Inquiries about name and location of elementary school.	*Inappropriate*	Inquiries designed to elicit information about any prohibited ground of discrimination.
Record of Offences (see footnote 3).	*Appropriate*	Inquiries as to whether an applicant has ever been convicted of a criminal offence for which a pardon has not been granted. Inquiries to determine whether an applicant is bondable if this is a genuine and reasonable qualification for the job. (see footnotes 1 and 2)	*Appropriate*	See comments re "QUESTIONS ON APPLICATION FORMS" (see also footnotes 1, 2 and 4)
	Inappropriate	Inquiries as to whether an applicant has ever been convicted for any offences; has ever been arrested or charged with any offence; as ever spent time in jail.	*Inappropriate*	Inquiries about record of offences which are not job-related.
Handicap	*Appropriate*	Nil (see footnotes 1 and 2)	*Appropriate*	Inquiries which are directly related to an applicant's ability to perform the essential duties of the job (see also footnotes 1 and 2)
	Inappropriate	Inquiries about: health; handicaps; physical defects; illnesses; mental disorder; impairment or retardation; medical history; learning disability; injuries or Workers' Compensation claims; medication; membership in Alcoholics Anonymous. Requirements that applicants undergo pre-employment medical examinations. Request for driver's licence number or valid driver's licence.	*Inappropriate*	Medical examinations* or inquiries about health which are not directly related to the applicant's ability to perform the essential duties of the job, may constitute evidence of unlawful discrimination.
			Appropriate	If the job requires the operation of a motor vehicle, proof of a valid driver's licence may be asked for during the interview. (See also footnotes 1, 2 and 4)

* Medical examinations may be conducted following a conditional offer of employment, but must be restricted to determining whether the individual is capable of performing the essential duties of the job and, if necessary, what accommodation is appropriate.

CATEGORY	QUESTIONS ON APPLICATION FORMS		QUESTIONS AT PERSONAL EMPLOYMENT INTERVIEWS	
Handicap (continued)			*Note*	Genuine and reasonable inquiries about handicap that are pertinent to legitimate personnel purposes, such as relating to superannuation, pension, disability, life insurance or other benefit plans may be made after hiring. However, exclusion from such plans may not be used as a reason for denying employment.
References and Memberships in Organizations	*Appropriate*	Nil (see footnote 2)	*Appropriate*	Nil (see footnote 2)
	Inappropriate	Inquiries should not be made as to memberships in organizations identified by any of the prohibited grounds of discrimination. Applicants should not be required to provide references that would identify his or her religious affiliation.	*Inappropriate*	Inquiries should not be made which would elicit information about any of the prohibited grounds. (see also footnotes 1, 2 and 3)

FOOTNOTES

1. *Special Interest Organizations* — A religious, philanthropic, educational, fraternal or social institution or organization that is primarily engaged in serving the interests of persons identified by a prohibited ground of discrimination is allowed to give preference in employment to persons similarly identified, if the qualification is a reasonable and genuine one because of the nature of the employment. Inquiries about such affiliation may be made at the employment interview stage. For further information, contact the nearest office of the Human Rights Commission.

2. *Special Programs* — Employers may implement special programs designed to relieve hardship or economic disadvantage or to assist disadvantaged groups to achieve equal opportunity. An employer who wishes assistance in the development of such a program or who wants to know whether a proposed program meets the requirement of the Code may make application to the Commission. The Commission will then review the program and, if it meets the requirements of the Code, make a declaration to this effect. For further information, contact the nearest office of the Commission.

3. *Record of Offences* — "Record of offences" means a conviction for,
   (i) an offence under a federal statute (for example, the Criminal Code) for which an unrevoked pardon has been granted under the *Criminal Records Act)*; or

   (ii) an offence under an Ontario statute (for example, the *Highway Traffic Act).*

FOOTNOTES

4.	*Special Employment*	In some instances, because of the nature of the employment, age, sex, record of offences or marital status may be a genuine and reasonable qualification for the particular job. In such instances, inquiries with regard to the particular qualification may be made at the employment interview stage. For assistance in determining whether the exception applies, contact the nearest office of the Human Rights Commission.
	Note	The Ontario Human Rights Commission assists employers in determining their rights and obligations with respect to employment advertisements, application forms and other aspects of the recruitment process. The Commission may indicate its approval or disapproval of proposed advertisements and application forms. Employers are invited to contact the nearest office of the Commission for further information.

Appendix 3

A LIST OF WOMEN'S JOURNALS AND NEWSLETTERS, WOMEN'S GROUPS AND ASSOCIATIONS

Journals and Newsletters in North America

Women's and Women's Studies journals and newsletters include the following. Because addresses change so often, they are not listed here. Please consult your local reference or Women's Studies library, or the current edition of *Annuaire des femmes du Canada/Canadian Women's Directory* (Montréal: Les Éditions Communiqu'Elles, published annually).

Atlantis (Halifax)

Broadside (Toronto)

Bulletin des femmes professionelles (Montréal)

Canadian Journal of Women and the Law/La revue juridique la femme et le droit (Ottawa)

Canadian Journal of Feminist Ethics (Montreal)

Canadian Woman Studies/Cahiers de la femme (Toronto)

Communiqu'Elles (Montréal)

Contacts (University Women's Club, Toronto)

CRIAW Newsletter (Ottawa)

Critical Matrix (Princeton NJ)

Federation of Women Teachers' Associations of Ontario Newsletter (Toronto)

Feminist Action Féministe, Newsletter of NAC, the National Action Committee on the Status of Women (Toronto)

Feminist Issues (Berkeley CA)

Feminist Studies (University of Maryland)

Healthmatters (Vancouver)

Healthsharing (Toronto)

Hypatia: a Journal of Feminist Philosophy (Edwardsville IL)

International Journal of Women's Studies (Montreal)

Journal of Feminist Studies in Religion (Chico, CA)

Kinesis (Vancouver)

Resources for Feminist Research/Documentation sur la recherche féministe (Toronto)

Sage: A Scholarly Journal on Black Women (Atlanta GA)

Signs (Chicago IL)

Trivia (N Amherst MA)

Woman of Power (Cambridge MA)

Women's Studies International Forum (Oxford, England)

Women and Environments (Toronto)

Women in Forestry (University of Idaho)

Women's Education des femmes (Toronto)

Groups and Associations in Canada

Canadian women's groups and associations include the following. Since addresses change often, please consult your local reference or Women's Studies library, or check in the current edition of *Annuaire des femmes/Canadian Women's Directory* (Montréal: Les Éditions Communiqu'Elles, published annually).

General

Association des femmes collaboratrices (Québec)
Business and Professional Women's Club (local, provincial and national levels)
Canadian Association of Women Executives and Entrepreneurs
Canadian Federation of University Women
Canadian Congress for Learning Opportunities for Women (CCLOW)
Canadian Congress of Black Women
Canadian Negro Women's Association
Canadian Research Institute for the Advancement of Women (CRIAW)
Canadian Women's Mailing List/Women's Information Exchange
DisAbled Women's Network (DAWN)
Fédération des Femmes du Québec
Groupe de recherche et d'echange multidisciplinaires féministes (GREMF)
National Action Committee on the Status of Women
National Council of Women
Relais-Femmes

Agriculture

National Farmers' Union, Women's Section

The Arts

Association of Canadian Women Composers
Universities Arts Association, Women's Caucus

Biology

Canadian Biochemical Society, Equal Opportunities Committee

Computer Science

Women in Information Processing

Engineering and Science:

Association of Professional Engineers of Ontario, Women's List
Canadian Association for Women in Science (CAWIS)
Society for Canadian Women in Science and Technology (SCWIST)
Women in Electronics
Women in Science and Engineering (WISE)

English

Association of College and University Teachers of English (ACUTE)

Environmental Studies

Centre for Urban and Community Studies, Women and Environments

French

Association of Canadian University and College Teachers of French/Association des professeurs de français des universités et collèges canadiens

Geography

Canadian Women in Geography

History

Canadian Historical Association, Canadian Committee on Women's History

Law

Canadian Association of Women and the Law
Ottawa Association of Women and the Law

Mathematics

International Organization of Women in Mathematics (IOWME)

The Media

Canadian Broadcasting Company, Equal Opportunities for Women Office
Canadian Women in Cable
Centre for Investigative Journalism, Women's Network
National Film Board, Studio D
Women in Film and Video

Medicine

Federation of Medical Women of Canada

Native Studies

Association des femmes autochtones du Québec
Ontario Native Women's Association
Native Women's Association of Canada

Philosophy

Canadian Association of Women in Philosophy

Political Science

Women in Political Science

Psychology

Canadian Psychological Association, Committee on the Status of Women

Teaching

Canadian Association of University Teachers, Status of Women Committee
Canadian Teachers' Association, Status of Women Programme
Ontario Confederation of University Faculty Associations (OCUFA), Status of Women Committee

Trades and Technology

Ontario Association of Certified Engineering Technicians and Technologists (OACETT), Women's Issues Committee
Society of Automotive Engineers, Women's Committee
Women In Construction

Women's Studies

Canadian Women's Studies Association.

Appendix 4

SOME CONSIDERATIONS IN OPERATING A CHILDCARE CENTRE

i Administration and Start Up . . . . p. 215
ii Number of Places 215
iii Hours of Operation 217
iv Personnel 217
v Location 218
vi Funding 218
vii Fees and Subsidies 219

i Administration and Start Up

To date, the impetus for initial or expanding childcare centres has relied heavily on concerned parents, women's groups, relevant educational disciplines or a combination of these.

The start-up and maintenance of a childcare centre involves a great deal of work similar to that done in the administrative offices of the university. For this reason, several universities have reduced both duplication of services and daycare costs by assuming some of the administrative functions of the daycare, such as payroll administration.

Considerations include:

- advice can be sought from other university daycare centres as well as local daycare organizations and the appropriate provincial government agencies;

- administrative staff could provide help with proposals, budget management, completion of personnel and tax records and other personnel functions;

- in the early stages, the university could donate space and supplies for the meetings, paperwork and telephoning involved in setting up the daycare;

- a board of directors is required for a non-profit organization; this, with a volunteer committee, could assist staff in supervision, administration, repairs, programme development etc.

ii Number of Places

Current data could be used to estimate the need for childcare places. Data should be available within the university to provide projected changes in student enrollment, faculty growth and increase in support staff. Certainly, if the proportion of women among faculty and graduate students increase, as a result of the university's equity commitment, the need for childcare places will rise proportionately.

Surveys can indicate present childcare needs and arrangements. It must be borne in mind, however, that surveys can provide only a rough estimate for future usage. Caution must be exercised in drafting and administering surveys — please see "Special Surveys" in the section "Data and Programme Development."

CHILDCARE NEED SURVEY

1 Are you (the respondent) male or female?

2 What is your job title?

3 Do you think we should have a childcare centre on campus?

4 Do you have, or do you soon expect to have, children living at home with you?

5 If you will need childcare at some point in the future, could you estimate when?

6 How many children do you have? What are their ages?

7 Who usually cares for your children when you go to work?

8 Are you satisfied with your present arrangements?

9 What is your current fee per child for your childcare?

10 Do you receive a municipal subsidy for the fees?

11 What would be your preferred form of childcare?

12 If the campus childcare provided were better or more convenient than your present arrangement, would you be willing to pay a higher fee?

13 What days and hours do you usually work?

14 When would you need childcare?

15 Where do you live?

16 When bringing your child(ren) to childcare, how would you most likely travel?

17 Are you a sole support parent?

18 What is your annual gross family income?

19 Would you become involved in planning campus childcare?

20 Any other comments, please.

The need for part-time places and regular shift/evening class slots needs to be calculated into total of places available; it should be possible to make arrangements to increase capacity at predictable times of crisis, for instance, exam. times, PD days, school breaks.

The Day Nurseries Act regulates the maximum number of children in a unit (see box below), though of course there can be more than one unit per age bracket. Planning needs to balance demand against cost-effectiveness. Infant care, for instance, is particularly labour-intensive and expensive. Moreover, if a predictably heavy demand for infant care were to result in an imbalance in infant and toddler spaces, there could be a resulting lack of toddler spaces for the growing infants as they required them.

Suggestions:

- establish a ratio of full-time and part-time childcare slots according to a needs analysis of the expected demand;

- provide for emergency places or establish a policy that when children are absent, their slot can be filled by emergency needs.

The 1986 CAUT childcare brief shows that most university daycare centres report waiting lists of significant length. One university had 65 daycare places, with over 400 on the waiting list and an anticipated waiting time of two years.

Policies need to be established for the fair and equitable arrangement of waiting lists. Consideration may be given to whether the parent is an employee or student; fee paying or subsidized. A number of other criteria can be used for allocating spaces: first come-first served; need; having another child already in the centre. Whatever the policy, it needs to be well developed, documented and communicated to prospective daycare parents.

iii Hours of Operation

Daycare is usually scheduled to cater for regular work hours. However, at universities there is a need to cover the hours of evening classes and meetings, as well as those of shift workers, such as librarians and kitchen workers. Some facilities are staffed on a 24-hour basis (such as computer facilities) and some staff (security, maintenance) work through weekends.

Suggestions:

- extended evening care could be provided, as well as after-school care, for those with evening commitments;
- when conferences are held at the university, conference organizers could negotiate with the daycare centre to provide coverage, or use of facilities, for conference participants;
- provision should be made for children whose parents need to be away sporadically, at one-day meetings or on field trips; if overnight care is required, a childcare allowance is probably the most practical approach.

iv Personnel

In a licensed childcare centre, one person in charge of each group of children must have an Early Childhood Education diploma or the equivalent. The supervisor must have, in addition, two years experience.

The Day Nurseries Act, administered by the Ministry of Community and Social Services specifies the following group sizes and ratio of employees to children:

AGE OF CHILDREN	STAFF/CHILDREN RATIO	MAX. NO. OF CHILDREN IN GROUP
Under 18 months	3/10	
18 to 30 months	1/5	15
30 months — 5 years	1/8	16
Over 5 and under 6	1/12	24
6 to 9 years	1/15	30

Suggestions for staffing include:

- hiring staff of varying cultural and racial backgrounds and of both genders;
- paying equitable salaries: the salaries of daycare workers are notoriously poor — less, it has been established, than those of zookeepers;
- establishing a parent board of directors and/or co-operative programme to support the work of the staff and aid the development of the centre.

v Location

The Day Nurseries Act, as well as local regulations on fire, health, zoning and building codes determine the facilities to be used.

Proximity is important for parents to reduce travel time, to enable them to check in, to be there quickly in case of emergency, and to permit mothers to continue breastfeeding.

From the university's point of view, on-site childcare has great financial benefits in access to university space, service and knowledge. There is also greater likelihood that it will be used by educational departments for field work. Presently, all Ontario university daycare centres are located on campus.

The following factors need to be considered in deciding on specific location:

- square footage and separate rooms per age group as outlined in the Day Nurseries Act;
- easy access for drop-off and pickup — wheelchair accessible so as not to debar disabled parents, and preferably main floor room(s);
- washroom and cleanup facilities, food preparation facilities and access to an outdoor play area, as outlined in the Day Nurseries Act.

vi Funding

For obtaining funds, it is necessary to distinguish between start-up and operating costs.

Start-up costs are those incurred in establishing a childcare programme, such as building renovation, initial purchases of equipment and so forth. At present, only a limited amount of funding is available from the provincial government (Ministry of Community and Social Services), so that ordinarily a substantial proportion of the costs must be found elsewhere. Typically, the major source of funding is the university concerned.

The provincial government may grant a one month's salary to a supervisor of a new centre prior to opening, provide a start-up or expansion grant, cover a portion of the operating deficit incurred when enrollment is still below full capacity, provide free workshops and consulting through their Provincial Day Nurseries Consultants.

Operating costs are often provided by universities in the form of annual maintenance grants; institutions can also provide, free of charge: space, access to payroll services, clerical help, utilities, maintenance, staffing. (Any reduction in fees due to the financial support of the university is an untaxable benefit to the employee.)

Although the provincial government intends to make an operating grant available to all licensed non-profit childcare programmes in 1987-88, no public funds are currently available for operating childcare programmes. Support comes in the form of government subsidies to individual parents to cover fees.

vii Fees and Subsidies

Generally, there is a two-tiered system of full-rate and subsidized places, to meet the great range in parents' ability to pay for childcare. However, support staff often fall between the two ranges: unlike faculty, they usually cannot afford full fees, and unlike students, do not usually qualify for subsidies.

In Ontario, subsidized childcare is available through a federal-provincial-municipal cost-sharing arrangement. If a municipality offers subsidies (full and partial), a parent must undergo a needs test to determine eligibility. Criteria for this test vary considerably between regions and parents found ineligible in one region, may well qualify for a subsidy elsewhere.

The provincial government, too, currently prescribes a needs test (Form 7 in the Day Nurseries Act) to determine eligibility for assistance. (The government has announced its intention to change this to a simple test of income, which should help middle income parents.)

Nonetheless, qualifying for a subsidy does not ensure a place in daycare, because the number of places is limited.

Appendix 5

SOME CONSIDERATIONS IN ESTABLISHING PROCEDURES FOR FORMAL AND INFORMAL RESOLUTION OF COMPLAINTS IN CASES OF SEXUAL HARASSMENT

i Advice/Education 223

ii Complaints 223

iii Informal Complaints 223

iv Mediation 223

v Formal Complaints 224

vi Investigation 224

vii Adjudication 224

viii Appeals 225

ix Discipline 225

x Remedies to the Victim 225

i Advice/Education

- Provision should be made for individuals to discuss issues related to sexual harassment (for example, whether a certain behaviour constitutes sexual harassment or not) without a complaint having to be filed.

- Individuals should be encouraged to report all incidents of sexual harassment and any behaviour which might, if it persists, be sexual harassment. It may be possible to stop the behaviour before it becomes more serious.

ii Complaints Procedure

- The procedure must be confidential and available to all. For statistical purposes, anonymous records can be kept.

- All complaints should be dealt with seriously and promptly.

- No action should be taken without the explicit consent of the complainant.

- Both formal and informal complaints procedures should be available.

- Whether the complaint is formal or informal, individuals should be encouraged to keep a diary of specific incidents (dates, times, locations, what was said, what was done), advised how best to prepare and store the record and how to ensure its credibility.

- A limited period should be established after which complaints can no longer be brought forward; the Ontario Human Rights Code allows complaints to be lodged within six months (with provision for extension of that period).

iii Informal Complaints Procedure

- Counsellors or advisors should be trained in, and make accessible to complainants, informal methods of complaint resolution, such as letters to the harasser or (in the case of sexually demeaning language in a lecture) a class petition. (Although counsellors or advisors will not themselves be conducting mediation sessions, they must of course have a thorough understanding of the technique.)

iv Mediation

- Mediation (where an impartial third party helps the people involved reach an agreement or arrangement they can live with) may be requested by either party but can only be carried out where both parties agree to do so.

- Mediators should have training in mediation skills, as well as sexual harassment issues, and should be independent, impartial and acceptable to both parties.

- Mediation should be carried out without prejudice to further proceedings, that is, nothing said during the course of mediation may be used subsequently and the mediator may not be called as a witness.

- Some institutions do not keep records of a successful mediation, but others allow for their use in case of subsequent allegations against the same person.

- If mediation fails to satisfy the complainant, she may then follow the regular complaints procedures.

v Formal Complaint Procedure

- Formal complaints must be made in writing, with names and dates. These records need not be kept after the resolution of the complaint, though an anonymous copy may be kept for statistical purposes.

- Offers of advice and advocacy aid should be provided to both parties.

- It is possible to follow a procedure where a sexual harassment advisor/officer lays the complaint, with the victim testifying in the position of witness.

vi Investigation Procedure

- Both parties must be informed that an investigation is being undertaken.

- Interviews should be held first with the accused individual; next with any possible witnesses and then with those who had a similar relationship with the accused as the person bringing the complaint.

- Investigators may take a prosecutory role in the proceedings but should not adjudicate.

vii Adjudication

- The appropriate criterion for decisions is "proof on a balance of probabilities;" the standard in civil cases. Particularly serious cases may be deemed to require a higher standard, sometimes known as "reasonable probability."

- The adjudicator(s) must also determine whether "sufficient nexus" has been established to make the case a "university offence," that is, that the respondent is clearly enough connected with the university or under university authority.

- Establishing a panel of adjudicators is a way of avoiding personal bias or conflict of interest; one suggestion is a representative from the constituency of each party in the proceedings, plus a third drawn from neither constituency.

viii Appeals

- The policy should provide a route by which decisions may be appealed — by either party. The policy should outline grounds of appeal, who the appeal goes to, time limits and final authority.

ix Discipline

- Where an allegation is proven, the harasser should be disciplined consistently with the severity of the incident. Counselling, disciplining, transferring or expelling the harasser may be appropriate. In all cases, it should be the responsibility of the harasser and not the complainant to improve the situation.

- If discipline involves termination of the harasser the university may consult legal counsel to safeguard against wrongful dismissal issues.

x Remedies to the Victim

- Even when an allegation remains unproven, punitive measures must not be taken against the complainant; the only exception might be where the complainant made a formal complaint which s/he knew to be unwarranted.

- If the victim has suffered any job-related consequences (e.g., denial of increase, demotion), these should be made good immediately. Other remedies may include a written or oral apology from the harasser, the re-assessment of grades, refund of tuition fees or other financial remedy.

Appendix 6

RESOURCES FOR WOMEN AT ONTARIO UNIVERSITIES

	Brock	Carleton	Guelph	Lakehead
Status of Women Officer		•		
Employment Equity Co-ordinator	•		•	•
Language Policy/ Guidelines			•	
Sexual Harassment Policy/Procedures	•	•	•	•
Sexual Harassment Centre/ Advisor/Officer				
Women's Centre		•		•
Women's Resource Centre/Library		•		
Women's Studies	(•)	•	•	

	Laurentian	Wilfrid Laurier	McMaster	Ottawa
Status of Women Officer	•	•		
Employment Equity Co-ordinator	•	(•)	•	•
Language Policy/ Guidelines	•		•	•
Sexual Harassment Policy/Procedures	•			•
Sexual Harassment Centre/ Advisor/Officer				
Women's Centre			•	•
Women's Resource Centre/Library	•			
Women's Studies	(•)	(•)	•	•

	OCA	OISE	Ryerson	Queen's	U of T
Status of Women Officer				(•)	•
Employment Equity Co-ordinator	•	(•)	•	•	•
Language Policy/ Guidelines		•	•	•	
Sexual Harassment Policy/Procedures	•	(•)	•	•	•
Sexual Harassment Centre/ Advisor/Officer			(•)		•
Women's Centre			•	•	•
Women's Resource Centre/Library		•			•
Women's Studies		•	(•)	•	•

	Trent	Waterloo	Western	Windsor	York
Status of Women Officer	•	•	•		•
Employment Equity Co-ordinator	•	•	•	•	asap
Language Policy/ Guidelines	•			asap	•
Sexual Harassment Policy/Procedures	•	•	•	•	•
Sexual Harassment Advisor/ Officer/Centre			•		•
Women's Centre	•	•		(•)	•
Women's Resource Centre/Library					•
Women's Studies	•	(•)	(•)	(•)	•

(•) indicates the facility is in some way limited, for instance, only minor specialization in Women's Studies Courses, sexual harassment complaints dealt with only via union grievance procedures, an officer with other major duties.

GLOSSARY

Aboriginal Peoples

Those who define themselves as status or non-status Indians, Inuit or Métis.

Adverse Impact

The negative effect of an employment practice or process on any identifiable group. Discrepancies revealed by data analysis (for instance, of internal data on gender and salary, or of internal and external data on numbers of men and women in the workforce) are an indication of possible discrimination, pointing to a need for further investigation.

Availability Analysis

Analysis of data on the numbers and skills of women working in the institution and in the relevant labour market, used to determine the number potentially available for particular jobs.

Bona Fide Occupational Qualifications (BFOQ)

An employment requirement that is necessary for safe, efficient and reliable performance of the essential components of the job.

Bridging

An affirmative action strategy designed to facilitate the promotion of women within an organization through the establishment of intermediary or "link" positions, thereby enabling the incumbents to move into a higher or different job for which they would otherwise not be qualified.

Bridging Course

Transitional course provided for re-entry women to supply skills, prerequisites and support.

Business Necessity

Practices that are essential to the safe and efficient operation of the organization.

Career Development for Women

Programs designed to provide women with skills and strategies to broaden their career options and to develop career paths.

Contract Compliance

A legislated requirement which requires contractors with the federal government or other levels of government, such as municipalities, to have a working employment equity programme.

Designated (or Target) Groups

Groups selected as the focus of employment equity programmes because their labour market experience reveals long-standing patterns of high unemployment, lower than average pay rates or concentration in low status jobs.

The following groups of Canadians or permanent residents in Canada have been designated under the Employment Equity Act and Federal Contractors Program: women, aboriginal peoples, persons with disabilities and persons who are, because of their race or colour, in a visible minority.

Disabled Persons

One of the four groups designated under the federal employment equity law. Disabled people are considered to be those with any persistent mental, physical, sensory or learning impairment which they believe, or they consider an employer would believe, to disadvantage them in employment.

Employment Barriers

Employment practices, policies, or systems that have an adverse impact on women's participation in the workforce and which are not related to job needs or to the safety and efficiency of business operations. Employment barriers may consist of:

- prejudice or ill-will reflected in deliberately discriminatory actions against women;

- unequal treatment, such as asking women applicants different questions than male applicants for the same job;

- systemic barriers, such as arbitrary height and weight requirements, which have the effect of discouraging or blocking women from employment opportunities,

- maintenance of a working environment that is hostile or abusive towards women;

- inadequate facilities that present physical barriers to persons with disabilities.

Employment Equity

A comprehensive planning process adopted by an employer to:

- identify and eliminate discrimination in the organization's employment procedures and policies;

- remedy the effects of past discrimination;

- ensure appropriate representation of women throughout an employer's work force.

Equal Employment Opportunity (E.E.O.)

A policy of non-discrimination. Equal employment opportunity is not synonymous with employment equity.

Equal Pay for Equal Work

A situation where people performing the same, or substantially the same, work in the same establishment are paid at the same rate.

Equal Pay for Work of Equal Value or Pay Equity

Determination of compensation through the comparison of dissimilar jobs within an organization. The value of a job is defined in terms of the value of the work to the employer rather than on the basis of labour related conditions. This compensation process is dependent upon a bias-free job evaluation system. Equal pay for work of equal value is not synonymous with the concept of equal pay for equal work.

Flow Data

Statistical information describing the progress of women into and through the workforce.

Gender Harassment

Derogatory, discouraging comments or attitudes about the members of one sex which make it hard for them to contribute well, to work at an optimum level or to be accepted as equals in the classroom or the workforce.

Job Group Profile

Data organized to show the distribution of women in each job classification and provide a basis for determining where women are concentrated or under-represented in the job groups.

Job Evaluation

A formal procedure for ordering jobs with respect to their value or worth, usually to set pay rates. It is an assessment of the value or worth of a job based on criteria such as skill, effort, responsibility and working conditions. A job evaluation system has the potential to be sex-biased, thereby discriminating against women by undervaluing those jobs traditionally held by women. Discrimination may occur when factors associated with jobs usually done by men are weighted more heavily than those pertaining to work traditionally performed by women.

Longitudinal Data

Stock or flow data collected over a period of time, these data can be a simple comparison of numbers employed in particular areas or can indicate trends in, for example, compensation, hiring and promotional practices.

Non-Traditional Jobs

Occupations which have generally been filled by either women or men to the exclusion of the other gender.

Occupational Segregation

The tendency to hire either women or men for particular jobs. Occupational segregation is reflected in the fact that women are presently concentrated within a narrow range of occupations — approximately 60% of female workers are clustered in 20 of 500 occupations, primarily in clerical, sales and service occupations. In contrast, male workers are more evenly distributed throughout the occupational structure.

Proportionate Representation

The representation of women within a company's workforce when it is equivalent to the distribution of qualified women within the labour force as a whole.

Quotas

Fixed numbers set by an employer to increase the representation of women to a certain level by a certain time. Quotas are often thought to imply imposing a mandatory number of women in positions for which they may or may not qualify. Affirmative action usually works, not by setting quotas, but rather by establishing targets and goals with respect to policies and practices, as well as targeted training and recruitment.

Reasonable Accommodation

Employment practices, systems, and support mechanisms designed to accommodate differences so that no individual or group experiences reduced access to employment opportunities or benefits because of their sex, race or colour, or disability. A reasonable accommodation for one individual or group can benefit all employees.

For example:

- providing a day-care centre on campus;
- adjustments to the work site, job duties, and schedules to accommodate the reasonable health needs of employees;
- provision of technical equipment (TDD, ramps, braille typewriters) and social support systems (trained staff) to assist disabled persons.

Sex Discrimination

Any actions which deny opportunities, privileges or basic human rights on the basis of gender.

Sexism

Differential treatment on the basis of sex.

Sexual Harassment

Any sexually-related act, practice, comment or suggestion that interferes with an employee's job or job performance or threatens his or her economic livelihood.

Special Measures or Special Programmes

Measures, such as targeted recruitment or special training initiatives, aimed primarily at correcting employment imbalances stemming from past discrimination.

Stock Data

Static data on the composition of the workforce, for example, showing the distribution of women and men by salary levels and occupations at a given time.

Systemic Discrimination

Also referred to as structural, constructive or institutional discrimination. Employment policies or practices based on criteria that are neither job-related nor required for safety and efficiency. Such discrimination exists even when there is no intent to discriminate.

Targets

Targets and goals, set by units and departments in consultation with the co-ordinator, provide a framework for working towards equity and for assessing progress. They should be based on relevant data and formulated with regard to practicability. They should also be flexible and responsive to changing situations. Targets might, for example, take the form of numbers of women to be hired, trained or promoted, or they might also consist of security measures to make the environment safe for women employees.

Tombstone Data

The minimum data normally collected by personnel systems — gender, job title, occupation and salary.

Transaction Data/Analysis (see Flow Data)

Utilization Analysis (see Availability Analysis)

Visible Minority

Minority group members, other than aboriginal people, who are non-Caucasian in race or non-white by colour.

Work Force Analysis

Analysis of the entire work force, identifying the current distribution of women, aboriginal peoples, visible minorities and persons with disabilities.

Work Force Array/Profile

The profile of an employer's work force resulting from the listing of job titles from the lowest paid to the highest paid within organizational units. A useful profile will contribute to Employment Equity planning by identifying the distribution of women in organizational units, occupations, and salary ranges.

BIBLIOGRAPHY

i General 237

ii Data and Programme Development 237

iii Hiring 239

iv Career Development 239

v Compensation and Pay Equity 239

vi Employees with Family Responsibilities 241

vii University Environment 242

viii Sexual Harassment 243

ix Non-Sexist Language 244

x Teaching 245

xi Non-traditional Areas 245

i General

Judge Rosalie Silberman Abella, *Equality in Employment: A Royal Commission Report* (Ottawa: Dept. of Supply and Services, 1984)

Paul Anisef, *Accessibility to Postsecondary Education in Canada* (Ottawa: Dept. of the Secretary of State, 1985)

Brenda Billingsley and Leon Muszynski, *No Discrimination Here?* (Toronto: Social Planning Council of Metropolitan Toronto, 1985)

Frank Bowe, "Intercompany Action to Adapt Jobs for the Handicapped," in *Harvard Business Review*, No 1, January-February 1985, pp 166-68

Canada, Employment and Immigration, *Affirmative Action: What Is It All About?* (Ottawa: Dept. of Supply and Services 1980)

Canadian Woman Studies/Les cahiers de la femme, ("Affirmative Action" Issue), Vol 6, No 4, Winter 1985

Cynthia H. Chertos, "Hard Truths for Strategic Change: Dilemmas in Implementing Affirmative Action," in *Women's Studies International Forum*, Vol 6, No 2, 1983, pp 231-41

Judith Keene, *Human Rights in Ontario* (Toronto: Carswell, 1983)

John G. Kelly, *Equal Opportunity Management: Understanding Affirmative Action and Employment Equity* (Don Mills, Ont: CCH Canadian Ltd, 1986)

Ontario, Human Rights Commission, Race Relations Division, *A Workbook on Equal Opportunity in Employment*, prepared by Hitner Starr Associates (Toronto: the Commission, 1984)

Ontario, Ministry of Labour, Handicapped Employment Programme, *What It Takes: Planning an Employment Equity Programme for People with Disabilities* (Toronto: the Ministry, 1986)

Ontario, Women's Directorate, *Economic Status of Native Women in Ontario*, prepared by J. P. Nicholson Policy and Management Consultants (Ottawa: 1987)

Ontario Women's Directorate, *Your Rights As A Worker*, undated pamphlet (also available in French, Italian, Portuguese, Chinese, Greek, Spanish, Vietnamese and Punjabi)

ii Data and Programme Development

Judge Rosalie Silberman Abella, ed., *Equity in Employment: Research Studies*, Vol 2, (Ottawa: Dept. of Supply and Services, 1985)

Jeremiah Allen, *Manual for Determination of Academic Salary Discrimination Against Women* (Ottawa: Canadian Association of University Teachers, 1984)

Association of American Colleges, *Conditions, Policies and Practices Affecting Sex Equity*, package of 5 pamphlets, (Washington, DC: Association of American Colleges, Project on the Status and Education of Women, 1975)

Karen Bogart, *Toward Equity: An Action Manual For Women in Academe* (Washington, DC: Association of American Colleges, Project on the Status and Education of Women, 1984)

Karen Bogart *et al.*, *Institutional Self-Study Guide on Sex Equity for Post-Secondary Educational Institutions* (Washington DC: American Institute for Research, 1984), reprinted and distributed by the Project on the Status and Education of Women, Association of American Colleges, Washington DC.

Canada, Employment and Immigration Canada,
Employment Equity: A Guide for Employers (Ottawa: CEIC, undated)
Employment Equity Technical Training Manual (Ottawa: CEIC, 1985)

Canadian Association of University Teachers, "Policy Statement on Positive Action to Improve the Status of Women in Canadian Universities," in *CAUT (Canadian Association of University Teachers) Bulletin*, Vol 33, No 9, November 1986, pp 22-28

Bruce Cormack, *"Pay Equity: Only Part of the Problem,"* paper presented to the Consultation Board on Pay Equity, (Ottawa: Carleton University, April 1986) — on data collection in job analysis and evaluation

M. A. Hitt *et al.*, "Affirmative Action Effectiveness Criteria in Institutions of Higher Education," in *Research in Higher Education*, Vol 18, No 4, 1983, pp 391-408

Patricia B. Hyer, "Affirmative Action for Women Faculty: Case Studies of Three Successful Institutions," in *Journal of Higher Education*, Vol 56, No 3, May/June 1985, pp 282-99

Sara Katz, *The Status of Women in CUEW: A Survey*, Research Report 2, (Toronto: Canadian Union of Educational Workers, Research and Education Committee, 1984)

Ontario, Ministry of Colleges and Universities, *Status of Women in Ontario Universities* (Toronto: the Ministry, 1986)

Ontario Confederation of University Faculty Associations, "Employment Equity for Women Academics: A Positive Action Strategy," in *CAUT Bulletin*, Vol 33, No 9, November 1986, pp 27-28

Ontario, Women's Directorate, *Managing Employment Equity*, set of pamphlets (Toronto: 1987)

Ryerson Polytechical Institute, Employment and Educational Equity Advisory Committee, *Work Force Analysis of Male and Female Faculty and Instructors at Ryerson* (Toronto: RPI, 1986)

William E. Schrank, "Sex Discrimination in Faculty Salaries: A Case Study," in *Canadian Journal of Economics*, Vol X, No 3, August 1977, pp 411-33

Toronto, *Detecting Bias: Part 1* (Toronto: the City of Toronto, Employment Equity Division, August 1983)

Trent University, *Employment Equity Report* 1987 (Peterborough: Trent University, 1987)

iii Hiring

Adrienne Leinwand-Jones, "Reconciling Search Policies with Affirmative Action Regulations," in *Educational Record*, Vol 64, No 2, 1983, pp 34-37

D. E. Leland and Eleanor Nelson-Wernick, "Practice in the Recruitment and Hiring of Faculty for the Psychology Departments in Canadian Universities," in *Canadian Psychology*, Vol 24, No 2, 1983, pp 105-118

Patricia H. Murrell, "Finding the Best Person for the Job: the Search Committee and Affirmative Action," in *Journal of Employment Counselling*, Vol 17, No 3, 1980, pp 167-72

Ross Rudolph, *Full-Time Faculty Recruitment Guidelines* (available from the Council of Ontario Universities, Toronto)

University of New Hampshire, Barbara White, ed., *Hiring Handbook* (New Hampshire, USA: President's Commission on the Status of Women, University of New Hampshire, 1980)

iv Career Development

Kathryn M. Bartol and D. Anthony Butterfield, "Sex Effects in Evaluating Leaders," in *Journal of Applied Psychology* Vol 61, No 4, 1976, pp 446-54

Robert J. Menges and William H. Exum, "Barriers to the Progress of Women and Minority Faculty," in *Journal of Higher Education*, Vol 54, No 2, 1983, pp 123-144

Ontario, Ministry of Labour, Women's Bureau, "Performance Appraisal: Some Implications for Affirmative Action," part of an undated pamphlet series, *Affirmative Action*

Virginia Ellen Schein, "The Relationship Between Sex Role Stereotypes and Requisite Management Characteristics," in *Journal of Applied Psychology* Vol 57, no 2, 1973, pp 95-100

v Compensation and Pay Equity

Richard D. Arvey, "Sex Bias in Job Evaluation Procedures," in *Personnel Psychology*, Vol 39, No 2, 1986, pp 315-35

A. Bellak, "The Hay Guide Chart-Profile Method of Job Evaluation," in *Handbook of Wage and Salary Administration* (New York: McGraw Hill, 2nd ed. 1982)

Coalition of Visible Minority Women (Ontario), *Pay Equity: Its Potential Impact On . . . Its Relevance To . . . Visible Minority and Immigrant Women* (Toronto: the Coalition, 1986), also available in Chinese, Hindi, Punjabi, Spanish, Vietnamese.

Commission on the Economic Status of Women, *Pay Equity: The Minnesota Experience* (Minnesota: The Commission, 1985)

L. E. Coward, *Mercer Handbook of Canadian Pension and Welfare Plans* (Toronto: CCH Canadian Ltd., 1981)

Rosemary Crompton, "Contemporary Clerical Work: A Case Study of Local Government," in Jackie West, ed., *Work, Women and the Labour Market* (London: Routledge and Kegan Paul, 1982)

C. Davies and J. Rosser, "Gendered Jobs in the Health Service: A Problem for Labour Process Analysis," in David Knight and Hugh Willmott, eds., *Gender and the Labour Process* (Brookfield, Vt: Gower Publishing Co., 1986)

Tanis Day, *Pay Equity: Some Issues in the Debate*, Background Paper, (Ottawa: Canadian Advisory Council on the Status of Women, March 1987)

Louise Dulude, "Fringe Benefits and the Female Workforce," in Economic Council of Canada, *Towards Equity: Proceedings of a Colloquium on the Economic Status of Women in the Labour Market, 1984* (Ottawa, Department of Supply and Services, 1985)

Roslyn L. Feldberg, "Comparable Worth: Toward Theory and Practice in the United States," in *SIGNS: Journal of Women in Culture and Society*, Vol 10, No 2, 1984, pp 311-28

Heidi I. Hartman, ed., *Comparable Worth: New Directions for Research* (Washington DC: National Academy Press, 1985)

Louise Kapp Howe, *Pink Collar Workers: Inside the World of Women's Work* (New York: G. P. Putnam's Sons, 1977)

Edward E. Lawlor III, "What's Wrong with Point Factors," in *Management Review*, November 1986, pp 44-48

Manitoba, Pay Equity Newsletter (Department of Labour, Pay Equity Bureau, 609-386 Broadway Avenue, Winnipeg R3C 3R6)

Ontario, Ministry of Labour, Women's Bureau, *"Affirmative Action: An Approach to Bias Free Job Evaluation Procedures,"* part of undated pamphlet series, *Affirmative Action*

Helen Remick, ed., *Comparable Worth and Wage Discrimination: Technical Possibilities and Political Realities* (Philadelphia: Temple University Press, 1984)

Helen Remick, "Strategies for Creating Sound Bias-Free Job Evaluation Systems," in *Job Evaluation and EEO: The Emerging Issues* (New York: Industrial Relations Counsellors Inc, 1979)

Ronnie Steinberg and Lois Haignere, *Equitable Compensation: Methodological Criteria for Comparable Worth*, conference paper, (New York: State University of New York at Albany, Center for Women in Government, 1985)

Ronnie Steinberg, C. Possin and Donald Treiman, *Job Content Questionnaire* (Albany NY: Center for Women in Government, 1984)

Donald J. Treiman and Heidi I. Hartmann, *Women, Work and Wages: Equal Pay for Jobs of Equal Value* (Washington DC: National Academy Press, 1981)

The United States, *Comparable Worth: Issues for the Eighties: A Consultation of the U S Commission on Civil Rights*, Vol 2: Proceedings (Washington DC: the Commission, 1984)

University of Western Ontario (on behalf of OAUPA, OCUFA AND COU), *University Benefits Survey, Part I (All Benefits Excluding Pensions) and Part II (Pensions)* (Toronto: Council of Ontario Universities, 1987 and annually)

M. Witt and K. Naherny, *Women's Work — Up from 878; Report on the DOT research Project* (Madison: University of Wisconsin, Women's Education Resources, 1975)

York University, Nellie Langford Rowell Library, *Pay Equity: Perspectives*, pamphlet (Toronto: the Library, 1987)

vi Employees with Family Responsibilities

Canadian Association of University Teachers, *Brief to the Special Committee on Childcare* (Toronto: the Committee, 1986)

Louise Carbert, *The Employee as Parent in Ontario Universities* (Toronto: Council of Ontario Universities, 1986)

Katie Cooke, *Report of the Task Force on Childcare* (Ottawa: Status of Women Canada, 1986)

Dana E. Friedman, "Childcare for Employees' Kids," *Harvard Business Review*, No 2, March-April 1986, pp 28-34

Martha Friendly and Pat O'Neill, *Towards A Co-ordinated Child Care System*, project report (North York, Ont.: North York Interagency Council, 1984)

Sheila B. Kamerman and Alfred J. Kahn, *Childcare, Family Benefits and Working Parents* (New York: Columbia University Press, 1981)

Ontario, Ministry of Community and Social Services,
Child Care Funding Guidelines, September 1985
Day Nurseries Act, April 1986
Day Nurseries: Highlights of the Legislation, January 1985
Initial Steps to Starting a Day Nursery in Ontario, March 1986
New Directions for Childcare, June 1987

Ontario Women's Directorate, *Pregnancy Leave in Ontario* (undated pamphlet)

L. Rothman and J. Beach Associates, "Study of Work-Related Daycare," in *Background Papers to the Report of the Federal Task Force on Childcare* (Ottawa: Status of Women, 1986)

Monica Townson, "National Systems of Parental Leave," in *Towards Equity: Proceedings of a Colloquium on the Economic Status of Women in the Labour Market* (Ottawa: Economic Council of Canada, 1984)

Hon. R. Welch, Address to the Annual Meeting of Ministers Responsible for the Status of Women, Niagara-on-the-Lake, Ontario, 1984

vii University Environment

Christopher S. Axworthy, "Affirmative Action Clauses for Women in Academic Appointments and University Collective Agreements: The Dalhousie Experience," in *Resources for Feminist Research*, Vol X, No 2, July 1981, pp 46-69

Sandra Aylward, *Status of Women in the Canadian Union of Educational Workers* (Toronto: the Union, 1983)

Maureen Baker, "Teacher or Scholar? The Part-Time Academic," in *Society/Societe* (Newsletter of the Canadian Sociology and Anthropology Association) Vol 9, No 1, January 1985, pp 3-7

Helen J. Breslauer, "Women In The Professoriate: The Case of Multiple Disadvantage," in Cicely Watson, ed., The *Professoriate: Occupation in Crisis* (Toronto: Ontario Institute for Studies in Education, 1985)

Canadian Association of University Teachers, *Handbook* (Ottawa: CAUT, 4th ed. 1986)

Canadian Association of University Teachers, *Policies Concerning the Status of Women*, booklet (Ottawa: CAUT, January 1987)

Anne Cavalier and Sheila Slaughter, "Autonomy Versus Affirmative Action: What Price Social Justice?" in *Higher Education*, Vol 11, No 4, 1982, pp 381-395

Shirley M. Clark and Mary Corcoran, "Perspectives on the Professional Socialization of Women Faculty: A Case of Accumulative Disadvantage?" in *Journal of Higher Education*, Vol 57, No 1 (January/February 1986) pp 20-43

F. J. Dublon, "Women Doctoral Students in Higher Education Administration: Life-Style Aspirations and Multiple Commitments," in *Journal of National Association of Women Deans, Administrators and Counsellors (NAWDAC)*, Vol 47, No 1, Fall 1983

Jennie Farley, *Academic Women and Employment Discrimination: A Critical Annotated Bibliography* (Ithaca: Cornell University, New York State School of Industrial and Labour Relations, 1982)

Martin J. Finkelstein, "The Status of Academic Women: An Assessment of Five Competing Explanations," in *Review of Higher Education*, Vol 7, No 3, Spring 1984, pp 223-246

Leo Groarke, "Beyond Affirmative Action," in *Atlantis*, Vol 9, No 1, Fall 1983, pp 13-24

Roberta M. Hall and Bernice R. Sandler, *The Classroom Climate: A Chilly One for Women?* booklet (Washington DC: Association of American Colleges, Project on the Status and Education of Women, 1982)

Out of the Classroom: A Chilly Campus Climate for Women? booklet (Washington DC: Association of American Colleges, Project on the Status and Education of Women, 1984)

Susan Jackel, "Affirmative Action Programmes in Canadian Universities and Colleges," in *Canadian Woman Studies* ("Affirmative Action" Issue), Vol 6, No 4, Winter 1985, p 68-70

Patricia Hopkins Lattin, "Academic Women, Affirmative Action and Mid-America in the Eighties," in *Women's Studies International Forum*, Vol 6, No 2, 1983, pp 223-30

Lorna Marsden, "Speech to the Conference of Ontario Universities' Status of Women Officers," London, May 13, 1985

Kathryn M. Moore, "Careers in College and University Administration: How Are Women Affected," in *New Directions for Higher Education*, Vol XII, No 45, March 1984, p 5-15

Marian Lief Palley, "Women As Academic Administrators in the Age of Affirmative Action," in *Journal of National Association of Women Deans and Administrators* (NAWDAC), Vol 42, No 1, Fall 1978, p 3-9

Bernice R. Sandler and Roberta M. Hall, *The Campus Climate Revisited: Chilly for Women Faculty, Administrators, and Graduate Students*, booklet (Washington DC: Association of American Colleges, Project on the Status and Education of Women, 1986)

Thomas H. B. Symons and James E. Page, "The Status of Women in Canadian Academic Life," in *To Know Ourselves: Report of the Commission on Canadian Studies* (Association of Universities and Colleges of Canada, 1984), Vol III, Chapter IX, pp 188-213

Barbara D. Warme and Katherina L. P. Lundy, "Part-Time Faculty: Costs Saved and Costs Incurred," paper presented at the Ottawa *Conference on Workers and their Communities* (1986)

York University, Status of Women Office, *Equity for Women: The First Decade* (North York, Ont: York University, 1985)

viii Sexual Harassment

Susan Attenborough, "Sexual Harassment: An Issue for Unions," in *Resources for Feminist Research*, Vol X, No 2, July 1981, pp 24-26

Judith Barman Brandenburg, "Sexual Harassment in University: Guidelines for Establishing a Grievance Procedure," in *SIGNS: Journal of Women in Culture and Society*, Vol 8, No 2, Winter 1982, pp 320-326

Canadian Association of University Teachers, *Compilation of Policies on Sexual Harassment* (booklet, January 1987)

Phyllis L. Crocker, "An Analysis of University Definitions of Sexual Harassment," in *SIGNS: Journal of Women in Culture and Society*, Vol 8 No 4, Summer 1983, p 696-707

Phyllis Franklin, H. Moglen, P. Zatlin-Boring and R. Angness, *Sexual and Gender Harassment in the Academy: A Guide for Faculty, Students and Administrators* (New York: Modern Language Association of America, Commission on the Status of Women in Professions, 1981)

Jennie Hornosty, "Sexual Harassment: It's Everyone's Business," in *CAUT Bulletin* Vol 33, No 9, November 1986, pp 19-21

Journal of National Association of Women Deans, Administrators and Counsellors (NAWDAC), Vol 46, No 2, Winter 1983 (issue on sexual harassment on campus)

Elaine Otto and Riva Krut, "Danger! Male Bonding At Work," in *Trouble and Strife*, No 4, Winter 1984, pp 42-47

Bernice R. Sandler and Jean Hughes, *In Case of Sexual Harassment: A Guide for Women Students* (Washington DC: Association of American Colleges, Project on the Status and Education of Women, 1986)

Beth E. Schneider, "Graduate Women, Sexual harassment and University Policy," in *Journal of Higher Education* (Ohio State University Press), Vol 58, No 1, January/February 1987, pp 46-65

University of Alberta, *Revised Procedures of the President's Advisory Committee on Sexual Harassment*, (Edmonton: the Committee, 1983)

York University, *Report of the Presidential Advisory Committee on Sexual Harassment* (Toronto: the University, 1982)

Rosemarie Volpe and Ann-Elizabeth Davy, *Towards the Establishment of Sexual Harassment Grievance Procedures at Ryerson: Preliminary Report* (Toronto: Ryerson Polytechnical Institute, 1981)

ix Non-Sexist Language

Canada, Advisory Council on the Status of Women, *Guidelines for Non-Sexist Writing* (Ottawa: the Council, 1984)

Canada, Correctional Service, *On Equal Terms: How to Eliminate Sexism in Communications* (a joint project of the Affirmative Action Division and the Communications Branch) (Ottawa: Department of Supply and Services, 1985)

Margrit Eichler and Jeanne Lapointe, *On the Treatment of the Sexes in Research*, for the Social Sciences and Humanities Research Council of Canada (Ottawa: Department of Supply and Services, 1985)

Wendy R. Katz, *Hers and His: Language of Equal Value*, A Report of the Status of Women Committee of the Nova Scotia Confederation of University Faculty Associations on Sexist Language and the University (Nova Scotia: the Committee, 1981)

Ontario Secondary School Teachers' Association, Status of Women Committee, *Count Me In — Equality Through Language: Guidelines for Non-Sexist Language Use* (undated pamphlet)

Casey Miller and Kate Swift, *Words and Women* (New York: Anchor, 1977)

Casey Miller and Kate Swift, *The Handbook of Non-Sexist Writing* (New York: Barnes and Noble, 1981)

Dale Spender, *Man-Made Language* (London: Routledge and Kegan Paul, 1980)

x Teaching

Charlotte Bunch and Sandra Pollack, *Learning Our Way: Essays in Feminist Education* (Trumansburg NY: The Crossing Press, 1983)

Julia A. Sherman and Evelyn Torton Beck, eds., *The Prism of Sex: Essays in the Sociology of Knowledge* (Madison: University of Wisconsin Press, 1979)

Bonnie Spanier, A. Bloom and D. Boroviak, eds., *Toward a Balanced Curriculum: A Sourcebook for Initiating Gender Integration Projects* (Cambridge, Mass: Schenkman Publishing Co., 1984)

Dale Spender, ed., *Men's Studies Modified: The Impact of Feminism on the Academic Disciplines* (London: The Pergamon Press, 1981)

Winnie Tomm, ed., *The Effects of Feminist Approaches on Research Methodologies* (Waterloo, Ont: Wilfrid Laurier Press, 1987)

Winnie Tomm, ed., Gender Bias in Scholarship: *The Pervasive Prejudice* (Waterloo, Ont: Wilfrid Laurier Press, forthcoming)

Jeri Wine, "Lesbian Academics in Canada," in *Resources for Feminist Research (RFR/DRF)*, Vol XII, No 1, March 1983, pp 9-11

xi Women in Non-Traditional Areas

Julie Kuhn Ehrhart and Bernice R Sandler, *Looking for More Than a Few Good Women in Traditionally Male Fields*, pamphlet (Washington DC: Association of American Colleges, Project on the Status and Education of Women, 1987)

Violet B. Haas and Carolyn C. Perruci, eds., *Women in Scientific and Engineering Professions* (Ann Arbor: University of Michigan Press, 1984)

Sheila M. Humphries, ed., *Women and Minorities in Science: Strategies for Increasing Participation* (Boulder, Colorado: Westview Press for the American Society for the Advancement of Science, 1982

Ontario, Women's Directorate, *Women Into Construction: A Blueprint for Action*, (Toronto: the Directorate and the National Association of Women in Construction, 1987)

Ontario Women's Directorate, *Equity At Work: Women in Road Paving* (Toronto: the Directorate and Sentinel Paving and Construction Ltd., 1986)